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A PROPOSAL FOR REDUCING DRUG TRAFFICKING AND ABUSE IN BRITISH COLUMBIA

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Co-ordinated Law Enforcement Unit

MINISTRY OF ATTORNEY-GENERAL
OF BRITISH COLUMBIA

A PROPOSAL FOR REDUCING DRUG TRAFFICKING AND ABUSE IN BRITISH COLUMBIA

MARCH 1977

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A presentation for the Policy Board of
the Co-ordinated Law Enforcement Unit
made by the Policy Analysis Division
and the Joint Management Team.

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ACKNOWLEDGEMENTS

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ALCOHOL AND DRUG COMMISSION, BRITISH COLUMBIA

REVENUE CANADA: CUSTOMS AND EXCISE

DEPARTMENT OF MANPOWER AND IMMIGRATION

MINISTRY OF THE ATTORNEY-GENERAL OF BRITISH COLUMBIA

ROYAL CANADIAN MOUNTED POLICE

VANCOUVER POLICE DEPARTMENT

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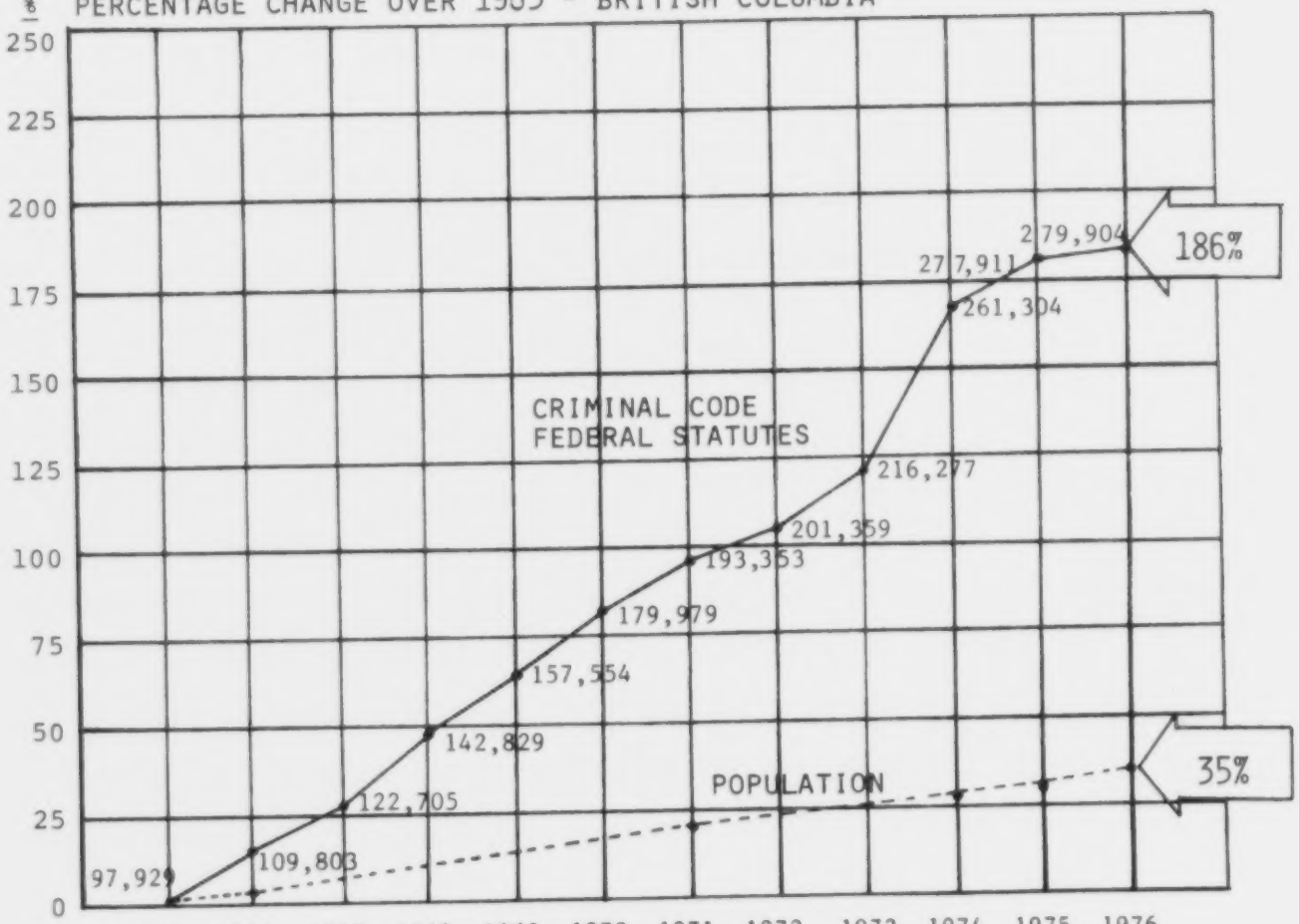
INTRODUCTION

- BRITISH COLUMBIA HAS THE MOST SERIOUS DRUG PROBLEM OF ANY PROVINCE IN CANADA.
- IT IS A LOCAL MANIFESTATION OF A NATIONAL AND INTERNATIONAL PROBLEM.
- 60 PER CENT OF THE CRIME IN BRITISH COLUMBIA IS DRUG-RELATED.
- 61 PER CENT OF CANADIAN HEROIN USERS RESIDE IN BRITISH COLUMBIA.
- THE HEROIN TRADE IS THE FIFTH LARGEST INDUSTRY IN THE PROVINCE. IT GROSSES AT LEAST $255 MILLION A YEAR.
- REGULATORY, LEGAL, ADMINISTRATIVE AND FINANCIAL OBSTACLES PREVENT AN EASY SOLUTION.
- NEW STRATEGIES ARE NEEDED TO TACKLE THE PROBLEM.
- BRITISH COLUMBIA IS READY TO TAKE THE INITIATIVE BUT . . .
- WE CANNOT DO IT ALONE.
- MINISTERIAL COMMITMENT TO A FEDERAL-PROVINCIAL PARTNERSHIP IS NEEDED.
- A VEHICLE TO CO-ORDINATE AND MANAGE EFFORTS AND RESOURCES FOR ALL LEVELS OF GOVERNMENT IS REQUIRED.

WITH THIS IN MIND, WE PRESENT THE FOLLOWING PROPOSAL

CRIMINAL CODE, FEDERAL STATUTE OFFENCES, POPULATION
PERCENTAGE CHANGE OVER 1965 - BRITISH COLUMBIA



British Columbia, Ministry of the Attorney-General, Justice Information Systems

I THE PRESENT SITUATION

THE OVERALL CRIME RATE

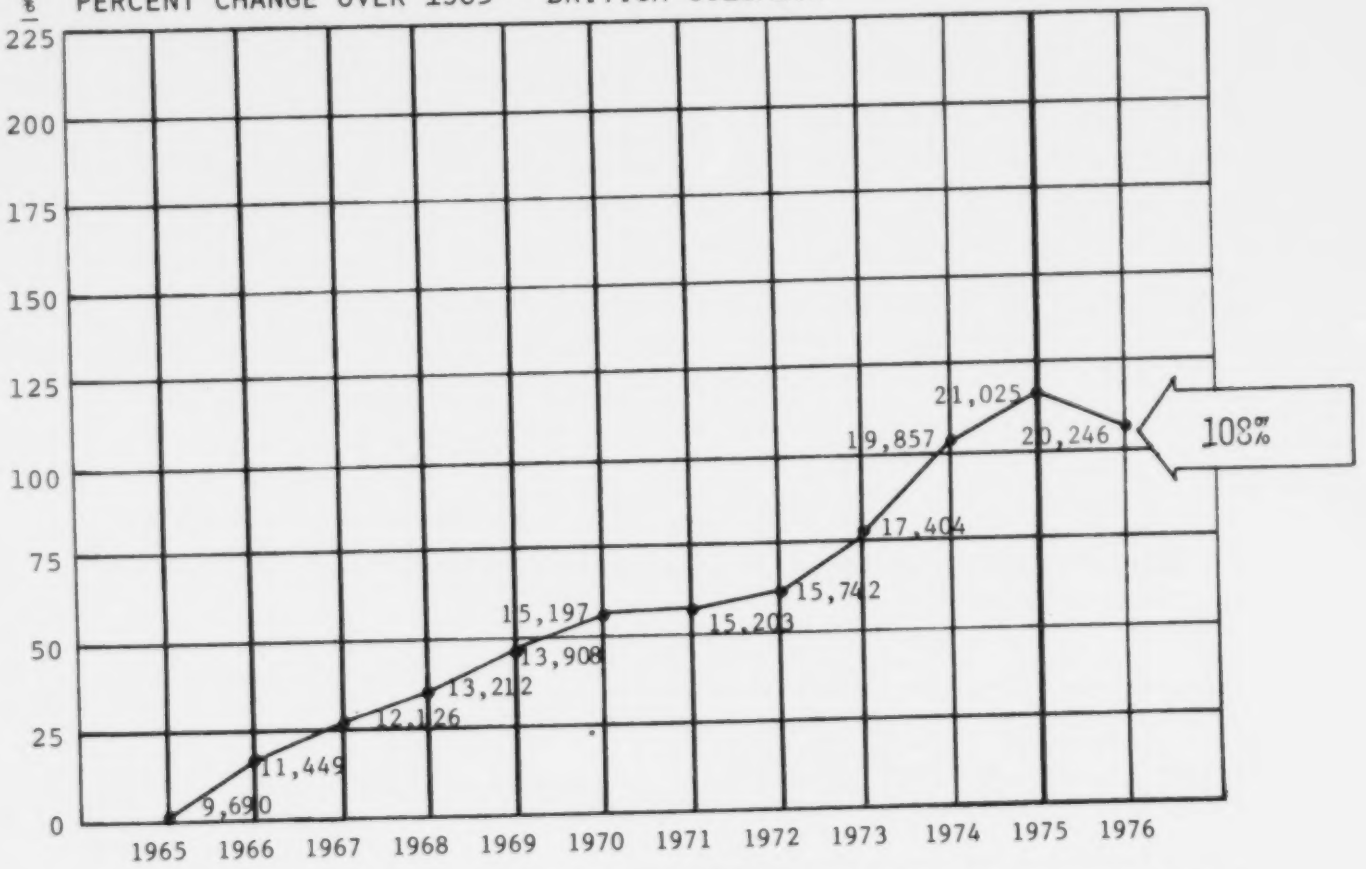
HOW HAS THE DRUG TRAFFICKING PROBLEM AFFECTED THE OVERALL CRIME RATE IN BRITISH COLUMBIA?

- SINCE 1965, THE OVERALL CRIME RATE HAS INCREASED BY 186 PER CENT.
- POPULATION IN THE SAME PERIOD INCREASED BY 35 PER CENT.

CRIME AGAINST PERSON (ACTUAL OFFENCES)

MURDER, ATTEMPTED MURDER, MANSLAUGHTER, RAPE, SEXUAL OFFENCES, WOUNDING, ASSAULTS AND ROBBERY

PERCENT CHANGE OVER 1965 - BRITISH COLUMBIA



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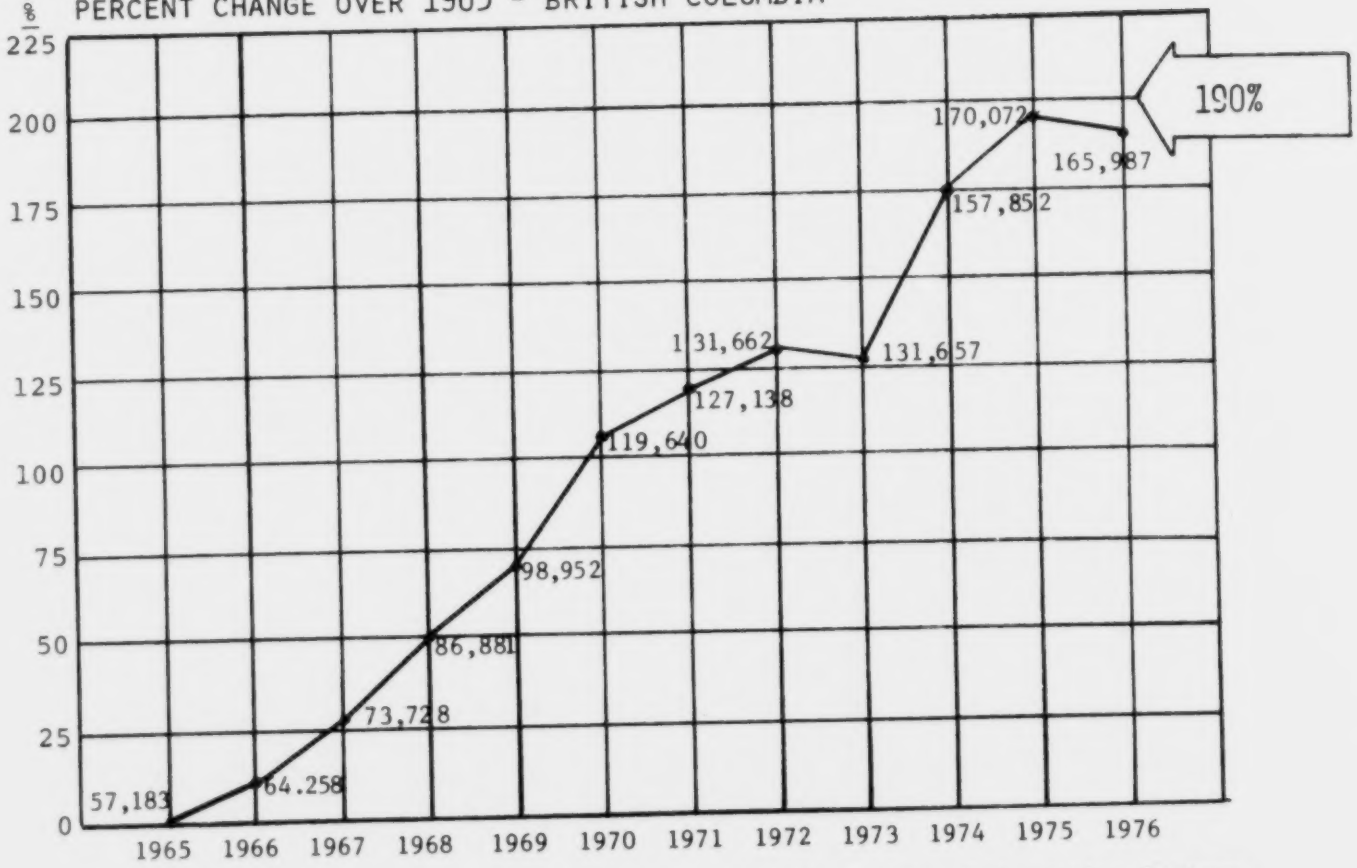
CRIMES AGAINST THE PERSON HAVE RISEN BY 108 PER CENT.

CRIMES AGAINST PROPERTY (ACTUAL OFFENCES)

BREAK AND ENTER, AUTO THEFT, THEFT, FRAUD AND POSSESSION OF STOLEN GOODS

PERCENT CHANGE OVER 1965 - BRITISH COLUMBIA



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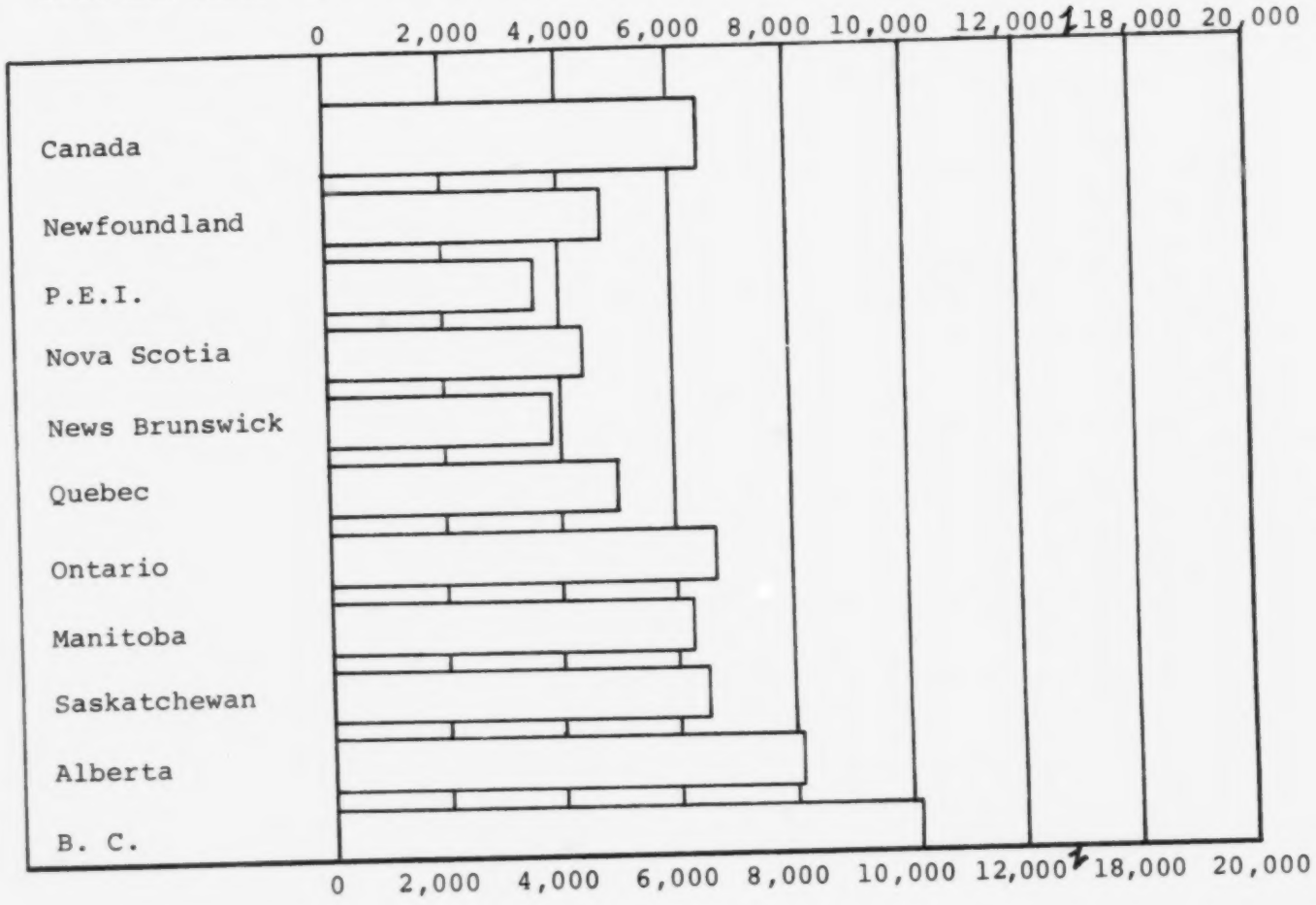
CRIMES AGAINST PROPERTY HAVE RISEN BY 190 PER CENT.

CRIME

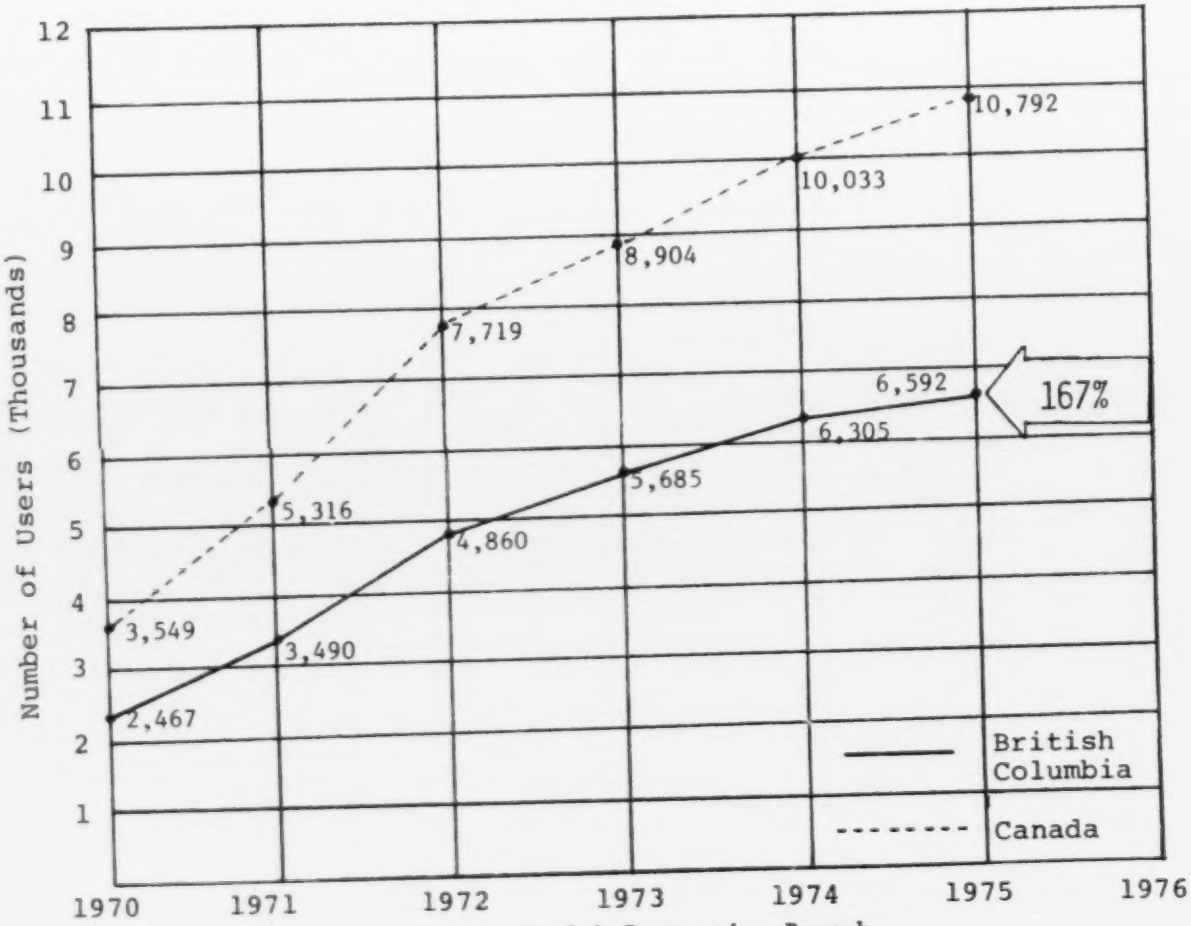
CRIMINAL CODE, RATE PER 100,000 POPULATION, 1974



Statistics Canada

OF THE TEN PROVINCES, BRITISH COLUMBIA HAS THE HIGHEST CRIME RATE.

KNOWN ILLICIT HEROIN USERS IN CANADA AND BRITISH COLUMBIA
1970 - 1975



Bureau of Dangerous Drugs, Health Protection Branch
Health and Welfare Canada

- WE BELIEVE THE RISE IN CRIME IS LINKED TO THE HEROIN TRAFFICKING PROBLEM. FOR EXAMPLE . . .

- THE NUMBER OF KNOWN HEROIN USERS IN BRITISH COLUMBIA HAS RISEN BY 167 PER CENT SINCE 1970.

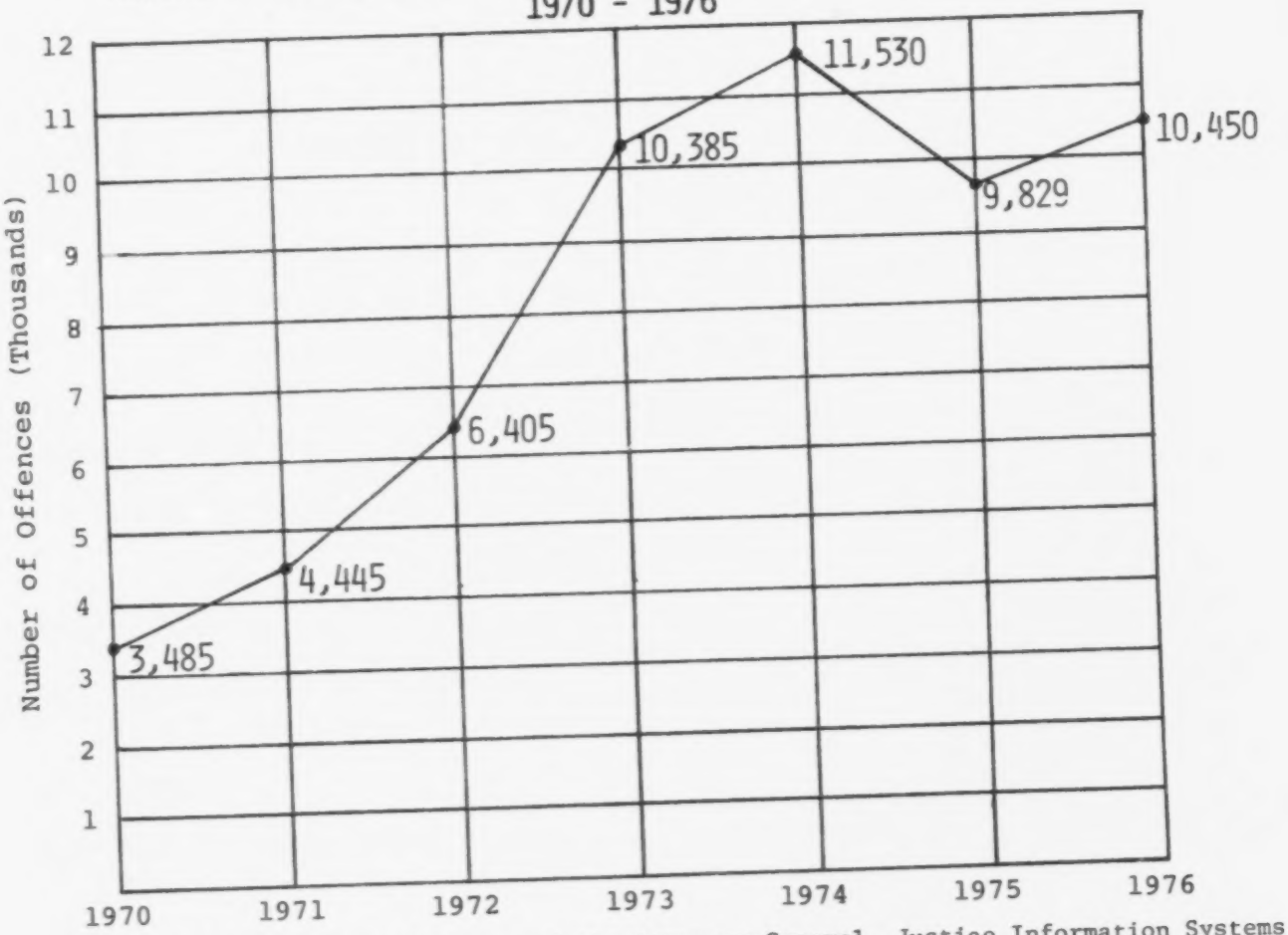
- 6,592 HEROIN USERS IN BRITISH COLUMBIA REPRESENT OVER 60 PER CENT OF THE CANADIAN TOTAL.

- THIS FIGURE IS SUBSTANTIATED BY BOTH THE R.C.M.P. AND THE BUREAU OF DANGEROUS DRUGS.

R.C.M.P: OF THE 16,000 TO 19,000 HEROIN USERS IN CANADA, 10,000-12,000 (60 PER CENT) LIVE IN BRITISH COLUMBIA.

B.D.D: SIXTY-ONE PER CENT OF ALL HEROIN USERS LIVE IN BRITISH COLUBMIA.

ACTUAL OFFENCES UNDER THE NARCOTIC CONTROL ACT IN BRITISH COLUMBIA
1970 - 1976



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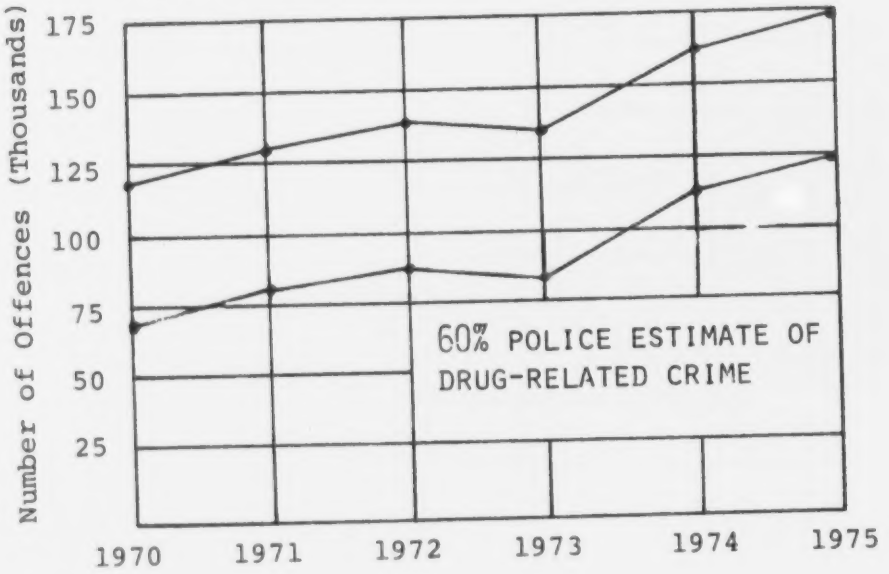
- BETWEEN 1970 AND 1976, ACTUAL OFFENCES UNDER THE NARCOTIC CONTROL ACT ROSE 199 PER CENT.

DRUG RELATED CRIME 1970 - 1975

(ROBBERY, BREAK AND ENTER, THEFT/AUTO, THEFT, POSSESSION OF STOLEN PROPERTY)



DRUG-RELATED CRIME

- OF ALL ROBBERIES; INCIDENTS OF BREAK AND ENTER; THEFT AND POSSESSION OF STOLEN PROPERTY, 60 PER CENT IS ESTIMATED BY THE POLICE TO BE DRUG-RELATED.

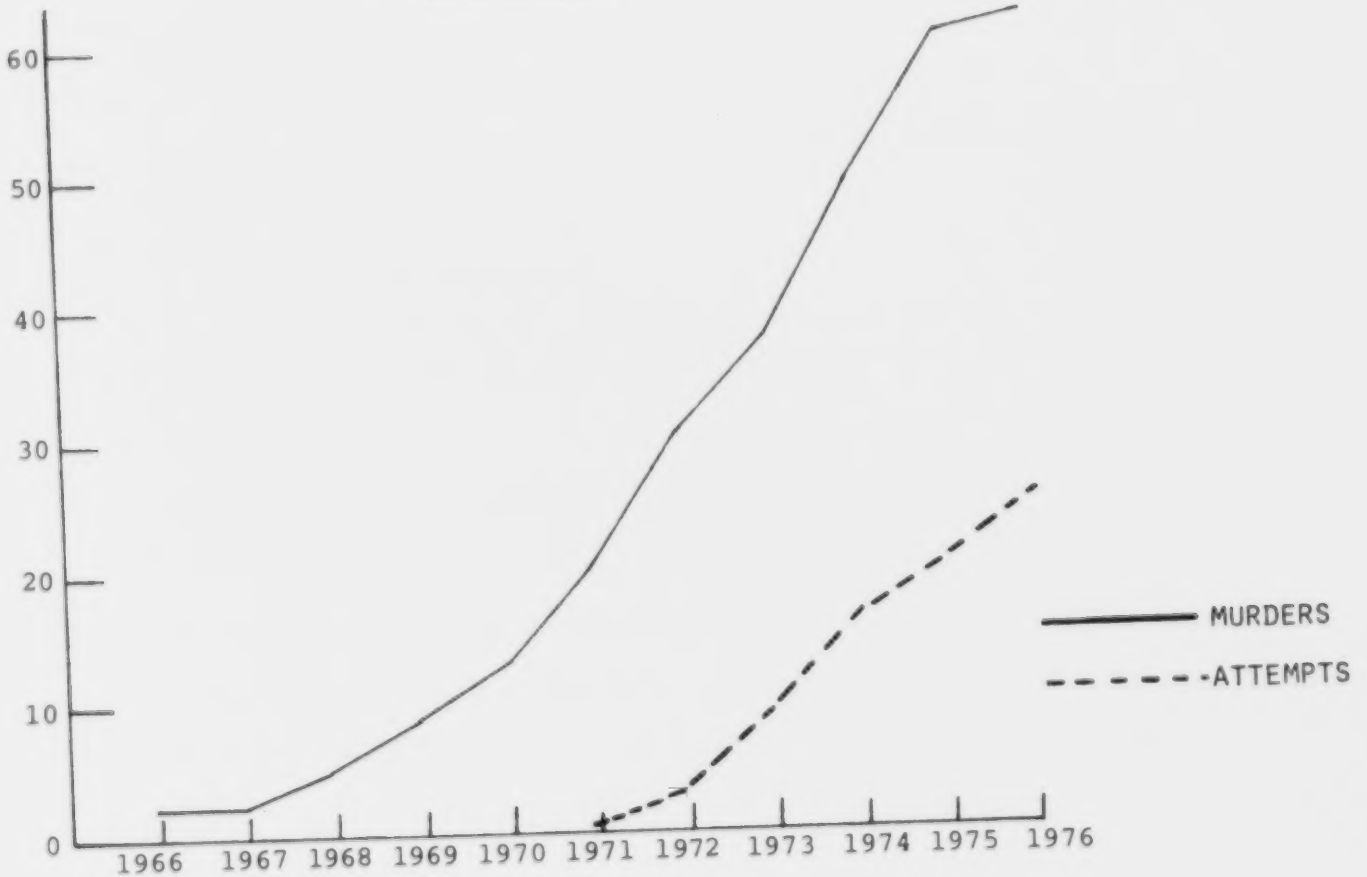
- A RECENT STUDY OF ROBBERIES IN THE LOWER MAINLAND REGION FOUND THAT:

  IN 1975, HEROIN USERS COMMITTED AT LEAST 53 PER CENT OF ALL SERIOUS ROBBERY OFFENCES CLEARED BY CHARGE.

LOWER MAINLAND ROBBERY STUDY
1976

CUMULATIVE CHART OF DRUG-ASSOCIATED MURDERS & ATTEMPTS

1966 - 1976



DRUG-ASSOCIATED MURDER HAS INCREASED DRAMATICALLY.

- IN THE TEN-YEAR PERIOD JANUARY 1, 1966 - JULY 1, 1976, THERE WERE 62 DRUG-ASSOCIATED MURDERS.

- IN 1974 ALONE, THERE WERE 11 DRUG-ASSOCIATED MURDERS AND 8 ATTEMPTED MURDERS.

- THE NUMBER HAS DROPPED IN THE LAST TWO YEARS BUT THIS IS AN INDICATION THAT THERE ARE FEWER PRESSURES ON THE ILLICIT DRUG MARKET. DRUG-ASSOCIATED MURDERS OCCUR WHEN THE MARKET IS IN JEOPARDY AND FALL WHEN IT IS STABLE AND FLOURISHING.

- THE MURDERS WE HAVE RECORDED DO NOT TAKE INTO ACCOUNT THE DISAPPEARANCE OF OTHER MEMBERS OF THE DRUG UNDERWORLD WHO ARE THOUGHT TO HAVE BEEN MURDERED, NOR DO THEY REFLECT THE EXTREME BRUTALITY THAT FREQUENTLY ATTENDS THE KILLINGS.

POLICE STRENGTH: BRITISH COLUMBIA, 1976

PROVINCIAL POLICE FORCE (R.C.M.P.)	1,251
MUNICIPAL POLICE:	
MUNICIPAL DEPARTMENTS (12)	1,565
RCMP MUNICIPAL DETACHMENTS (38)	1,395
FEDERAL POLICE IN B. C. (R.C.M.P.)	818
	5,029

THE POLICE/CRIME RATIO

- ACCORDING TO A REPORT OF THE BRITISH COLUMBIA POLICE COMMISSION, A POLICE CONSTABLE IN THIS PROVINCE HAS A HIGHER CASE-LOAD THAN ANY OF HIS COUNTERPARTS IN THE OTHER PROVINCES.

- BRITISH COLUMBIA HAS A CLEARANCE RATE FOR OFFENCES OF LESS THAN 35 PER CENT.

- 61 PER CENT OF ALL KNOWN CANADIAN HEROIN USERS LIVE IN THIS PROVINCE AND 60 PER CENT OF ALL CANADIAN NARCOTIC OFFENCES OCCUR HERE, YET WE HAVE ONLY 23 PER CENT OF THE R.C.M.P. DRUG MANPOWER.

CLEARANCE RATES IN BRITISH COLUMBIA: 1975

R.C.M.P. PROVINCIAL CONTRACT AREAS	38 PER CENT
R.C.M.P. MUNICIPAL CONTRACT AREAS	28 PER CENT
MUNICIPAL POLICE DEPARTMENTS	33.5 PER CENT

R.C.M.P. FIGURES

R.C.M.P. DRUG ENFORCEMENT MANPOWER

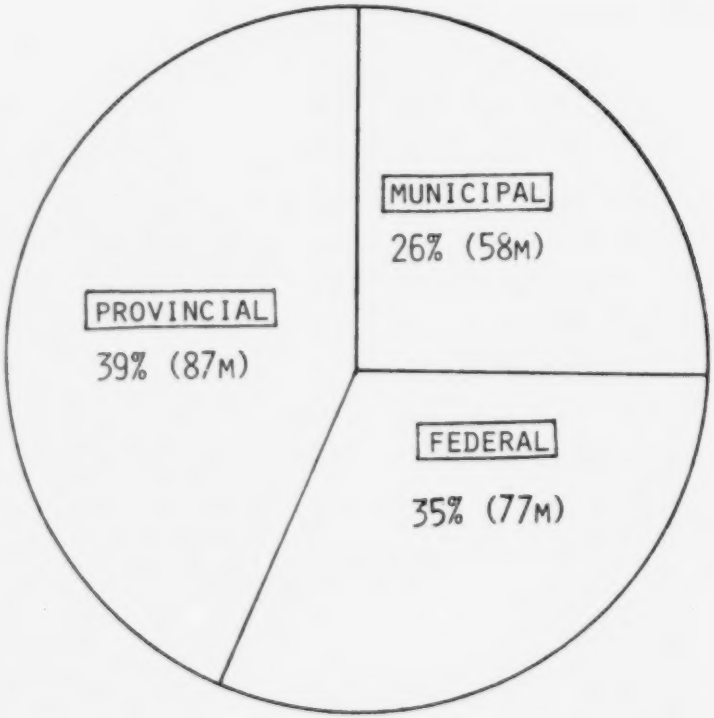
AUTHORIZED DIVISIONAL DRUG ESTABLISHMENT
(30 SEPTEMBER, 1976)

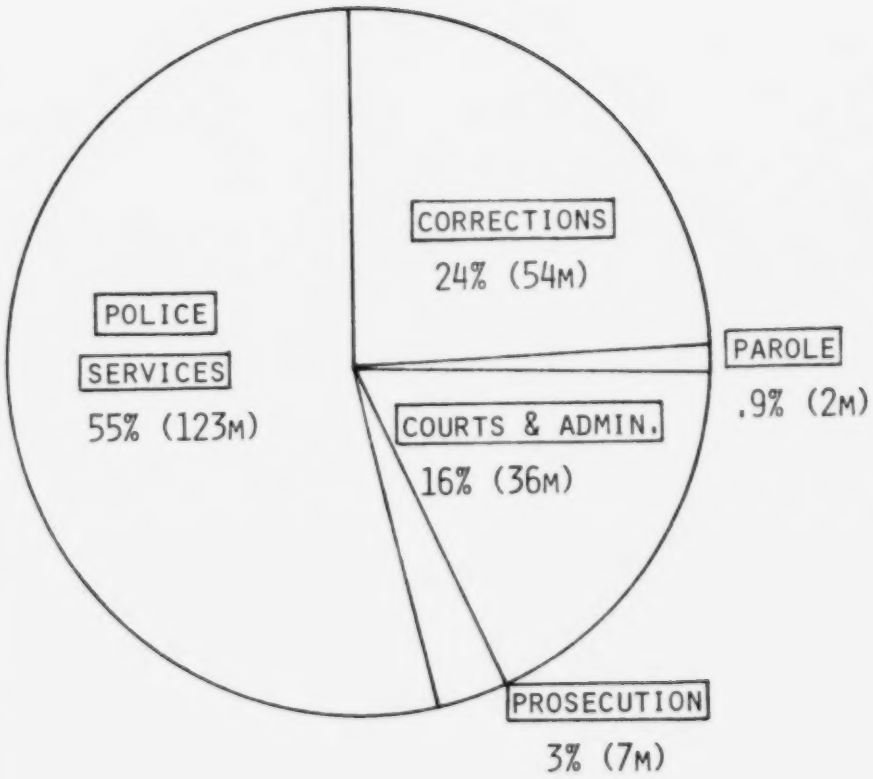
DIVISION		ESTABLISHMENT		% OF TOTAL
A	OTTAWA AND AREA	37		5.8
B	NEWFOUNDLAND	6		1.0
C	QUEBEC	119		18.6
D	MANITOBA	36		5.6
E	B. C. RURAL AND VANCOUVER ISLAND	35	148	23.2
LMD	LOWER MAINLAND	113		
F	SASKATCHEWAN	30		4.7
G	YUKON AND N.W.T.	2		0.3
H	NOVA SCOTIA	20		3.1
J	NEW BRUNSWICK	11		1.7
K	ALBERTA	44		7.0
L	PRINCE EDWARD ISLAND	6		1.0
M		2		0.3
O	TORONTO AND SOUTH ONTARIO	159		25.0
HQ	OTTAWA HQ	18		2.8
	TOTAL	638		100.0

BRITISH COLUMBIA 1975-76

ESTIMATED COSTS OF CRIMINAL JUSTICE SYSTEM

222 MILLION





B. ESTIMATED COSTS OF THE CRIME PROBLEM

THE CRIMINAL JUSTICE SYSTEM

- FOR THE FISCAL YEAR 1975-1976, THE TOTAL COST FOR THE CRIMINAL JUSTICE SYSTEM WAS ESTIMATED AT $222 MILLION.

- OF THIS AMOUNT:

THE FEDERAL GOVERNMENT PAID	35 PER CENT
THE PROVINCIAL GOVERNMENT PAID	39 PER CENT
THE MUNICIPALITIES PAID	26 PER CENT

-

POLICE SERVICES COST	55 PER CENT OF THE TOTAL
COURTS AND THEIR ADMINISTRATION COST	16 PER CENT OF THE TOTAL
PROSECUTION SERVICES COST	3 PER CENT OF THE TOTAL
CORRECTIONS COST	24 PER CENT OF THE TOTAL

THE $222 MILLION WAS SPENT ON:

POLICE SERVICES		
- FEDERAL CONTRIBUTION		$ 45,000,000
- PROVINCIAL CONTRIBUTION		20,000,000
- MUNICIPAL CONTRIBUTION		54,000,000
- POLICE COMMISSION		1,370,260
- C.L.E.U.		1,576,618
- SERVICES (LOCKUPS - 500,000)		867,642
(D.O.T. - 95,374)		
(RENTALS - 272,268)		
	TOTAL	$122,814,520
CORRECTION SERVICES		
- PENITENTIARIES		$ 25,707,900
- JAILS AND PROBATION		28,175,299
	TOTAL	$ 53,983,199
PAROLE		
- NATIONAL PAROLE SERVICE		$ 1,864,680
- B. C. PAROLE BOARD		111,240
		$ 1,975,928

COURTS AND ADMINISTRATION*	
- ADMINISTRATIVE AND SUPPORT	$ 1,856,880
- COURTS	20,600,000
- JUSTICE COUNCILS	467,882
- LEGAL SERVICES COMMISSION	7,600,000
- JUSTICE DEVELOPMENT COMMISSION	1,800,000
- PROVINCIAL COURT JUDICIARY	3,835,480
- LAW REFORM COMMISSION	200,000
	$ 36,360,242
PROSECUTION	
- CROWN COUNSEL	$ 4,406,636
- JUSTICE DEPARTMENT	2,500,000
	$ 6,906,636

GRAND TOTAL	$222,040,525

* PRORATED TO EXCLUDE FAMILY AND JUVENILE COSTS.

OTHER GOVERNMENT AGENCIES THAT HELP TO BEAR THE COST

HEALTH & WELFARE CANADA - HEALTH PROTECTION BRANCH:
- ILLICIT DRUG LABORATORY
- BUREAU DANGEROUS DRUGS (FOR ALBERTA AND B. C.)

ALCOHOL AND DRUG COMMISSION

COMMUNITY HEALTH SERVICES:
- CRISIS CENTRES
- HOSPITALS
- PRIVATE HEALTH PERSONNEL

GOVERNMENT FUNDED DRUG RESEARCH PROJECTS

DEPARTMENT OF HUMAN RESOURCES:
- WELFARE PAYMENTS
- FAMILY COUNSELLING
- SOCIAL WORKERS

COSTS TO OTHER DEPARTMENTS

- THE COST OF $222 MILLION FOR THE CRIMINAL JUSTICE SYSTEM DOES NOT TAKE INTO ACCOUNT THE EXPENSE BORNE BY OTHER GOVERNMENT AGENCIES HAVING TO COPE WITH THE PROBLEM OF CRIME, ESPECIALLY THE ILLICIT DRUG PROBLEM.

    - HEALTH SERVICES AT ALL LEVELS OF GOVERNMENT INCUR CONSIDERABLE EXPENSE IN COPING WITH THE EFFECTS OF DRUG ABUSE.

    - COMMUNITY SERVICES HAVE TO CONTEND WITH DRUG PROBLEMS FOR WHICH THEY HAVE LITTLE OR NO BUDGET.

    - GOVERNMENT WELFARE SERVICES ARE SIMILARLY BURDENED. TIME, EFFORT AND MONEY ARE DIVERTED FROM OTHER PRESSING NEEDS TO DEAL WITH THE SOCIAL PROBLEMS OF DRUG ADDICTION.

- THE COST TO ALL THESE AGENCIES CANNOT BE ESTIMATED.

- THE EFFICACY OF ALL THE INDIVIDUAL PROGRAMS IS HINDERED BY A LACK OF CO-ORDINATION AMONG THE DIFFERENT AGENCIES.

COSTS TO THE PUBLIC

AT A CONSERVATIVE ESTIMATE:

A CAPSULE OF HEROIN IN VANCOUVER COSTS $35 A DAY
ONE ADDICT NEEDS A MINIMUM OF
2 CAPSULES A DAY = $70
$70 A DAY FOR EACH ADDICT = $25,550 A YEAR
10,000 ADDICTS AT $25,550 A YEAR = $255 MILLION A YEAR

WHERE DO THE ADDICTS FIND THIS MONEY TO SUPPORT THEIR HABIT?

- IF IT IS NOT PROVIDED BY WORK, FAMILY, OR WELFARE PAYMENTS, IT IS FOUND BY SHOPLIFTING, THEFT, ROBBERY, PROSTITUTION AND OTHER SUNDRY CRIMINAL ACTIVITIES.

- THE COST IS BORNE BY THE PUBLIC WHO IS VICTIMIZED BY:

  HIGHER PRICES TO OFFSET BUSINESS LOSSES;
  HIGHER TAXES TO SUPPORT THE CRIMINAL JUSTICE SYSTEM;
  THE LOSS OF A SENSE OF PERSONAL SECURITY.

FROM THE STUDY OF A RANDOM SAMPLE OF THE POPULATION IN BRITISH COLUMBIA, IT WAS FOUND THAT:

2 PER CENT OF THE RESPONDENTS HAD BEEN VICTIMS OF ROBBERY BY THREAT OR FORCE
5 PER CENT HAD BEEN ASSAULTED OR THREATENED WITH PHYSICAL HARM
24 PER CENT HAD BEEN VICTIMS OF THEFT
47 PER CENT WERE AFRAID TO WALK ANYWHERE WITHIN A MILE OF THEIR HOMES AT NIGHT
16 PER CENT DID NOT FEEL SECURE IN THEIR HOMES AT NIGHT
49 PER CENT FELT LESS SAFE THAN THEY DID FIVE YEARS AGO
69 PER CENT THOUGHT THERE WAS MORE CRIME IN THEIR COMMUNITIES THAN FIVE YEARS AGO.

AS FOR HEROIN TRAFFICKING:

28 PER CENT THOUGHT THAT ILLICIT DRUG USE AMONG HIGH SCHOOL STUDENTS HAPPENED "VERY OFTEN"
43 PER CENT THOUGHT IT HAPPENED "SOMETIMES"
11 PER CENT KNEW PERSONALLY OF HEROIN TRAFFICKING IN THEIR AREA
11 PER CENT KNEW PERSONALLY ABOUT TRAFFICKING IN COCAINE

Professor D. Koenig, Survey on Crime, Police and Political Processes, University of Victoria, 1976

C. THE ECONOMICS OF DRUG SUPPLY

HEROIN FLOW

HEROIN IS PROCESSED FROM THE OPIUM POPPY WHICH IS GROWN IN SUCH PARTS OF THE WORLD AS SOUTH-EAST ASIA AND MEXICO. IN ASIA, THE CRUDE PRODUCT IS SHIPPED TO HONG KONG WHERE IT IS CONVERTED INTO TWO QUALITIES OF HEROIN; "WHITE", OR NUMBER FOUR HEROIN, AND "SMOKING", OR NUMBER THREE HEROIN. FROM HONG KONG IT IS SHIPPED TO VARIOUS CITIES AROUND THE WORLD FOR TRANSSHIPMENT. VANCOUVER IS A MAJOR CENTRE IN THIS INTERNATIONAL NETWORK.

TO SUPPLY ITS OWN ADDICT POPULATION FOR A YEAR, BRITISH COLUMBIA NEEDS OVER 365 POUNDS OF THE HEROIN SMUGGLED INTO VANCOUVER. THE REST IS DIVERTED TO OTHER CANADIAN CENTRES AND TO THE UNITED STATES.

IN A TYPICAL DEAL, HEROIN FOR LOCAL CONSUMPTION IS BROUGHT TO VANCOUVER BY A COURIER. A "BACK-END MAN", ACTING FOR THE IMPORTER, BREAKS IT DOWN INTO KILOGRAM, POUND OR OUNCE LOTS. AT THIS STAGE HE MAY ALSO ADD ADULTERANTS TO INCREASE THE BULK OF THE PRODUCT, OR EVEN UNDERTAKE THE TASK OF PUTTING THE HEROIN INTO CAPSULES. THE "FRONT-END MAN" THEN TAKES OVER TO SELL THE SHIPMENT TO CITY DISTRIBUTORS.

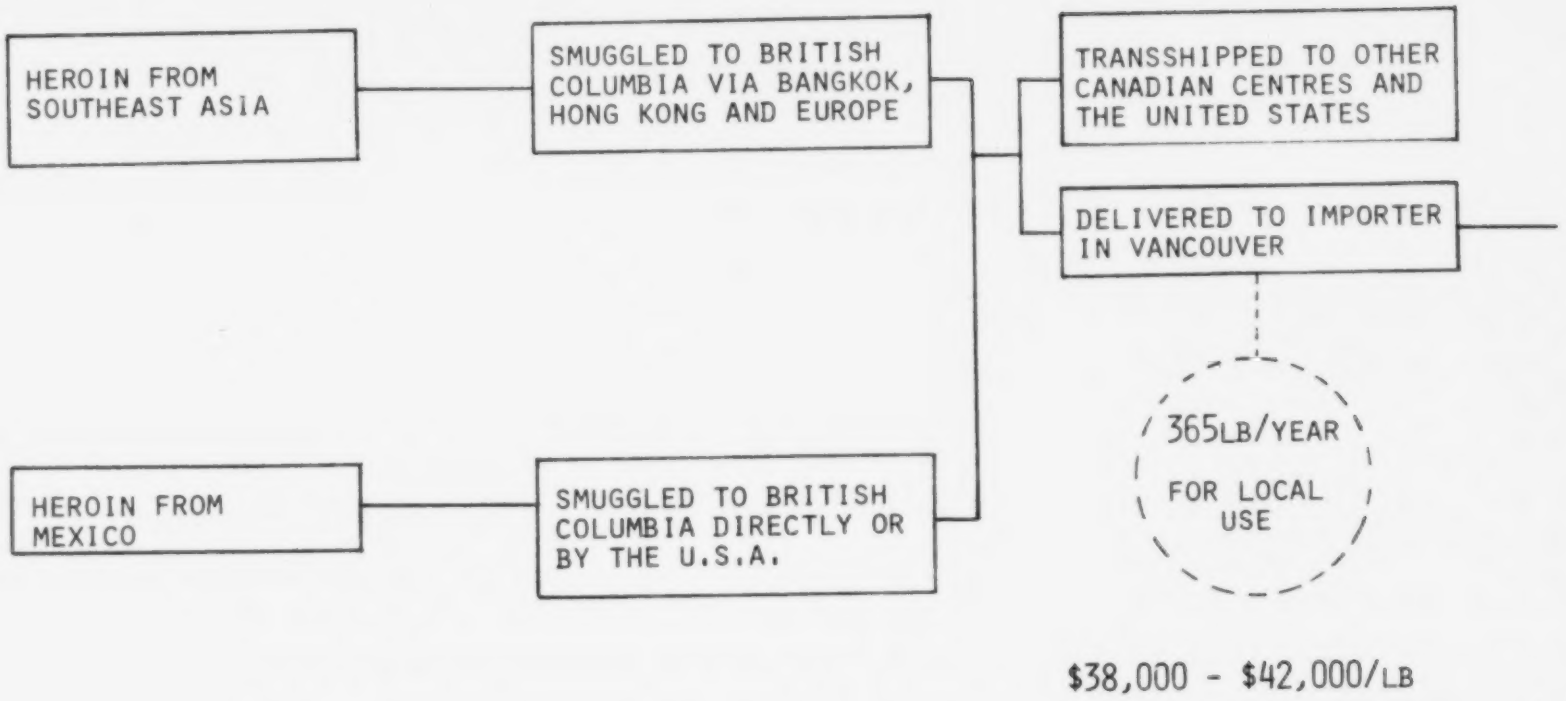
THE CITY DISTRIBUTOR USUALLY REPRESENTS A "TOP MAN" OR "CONNECTION" WHO UNDERWRITES THE INVESTMENT. AT THIS STAGE, THE HEROIN IS USUALLY CUT TWICE AND SOLD IN OUNCE LOTS OF ABOUT 7 PER CENT PURITY.

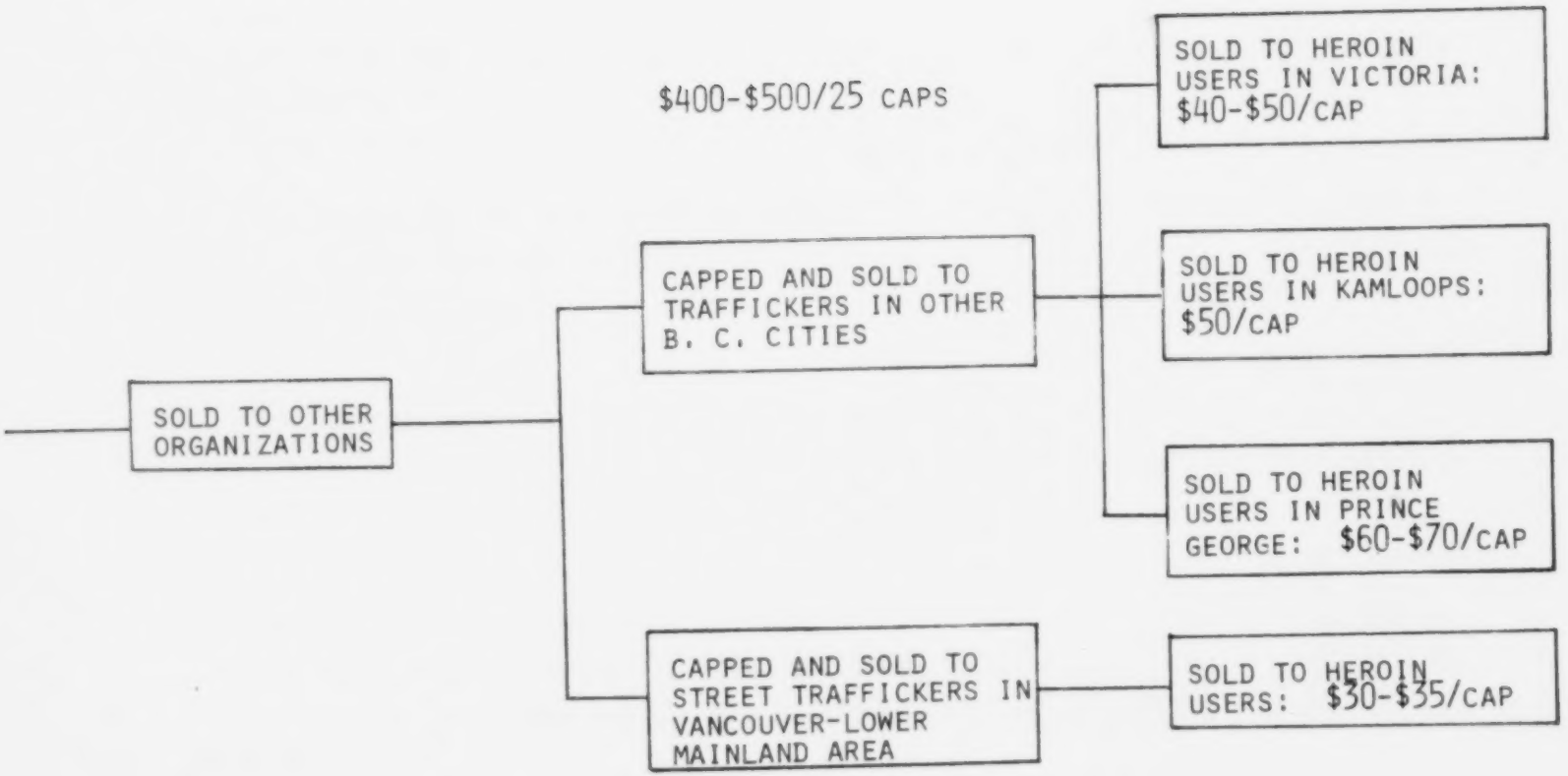
THE "MIDDLE MAN" NOW TAKES OVER. HE BUYS OUNCE LOTS OF HEROIN CAPSULES AND RE-SELLS IT IN BUNDLES OF 25 CAPSULES TO STREET DEALERS. THE STREET DEALER, IN TURN, SELLS BY THE CAPSULE TO INDIVIDUAL HEROIN USERS.

TO PREVENT HEROIN DEALERS BEING APPREHENDED IN POSSESSION OF LARGE QUANTITIES OF HEROIN, A "CACHE" SYSTEM OPERATES. AT EACH STEP OF THE DISTRIBUTION SYSTEM, THE PACKAGED DRUG IS HIDDEN AND ITS LOCATION PASSED ON TO THE NEXT CONTACT-MAN. THIS AVOIDS THE NECESSITY OF DEALERS MEETING TO EXCHANGE DRUGS AND MONEY AT THE SAME TIME.

HEROIN IS MORE EXPENSIVE IN VANCOUVER THAN IN THE UNITED STATES BECAUSE IT COSTS MORE AT THE IMPORT LEVEL. PART OF THE HIGHER PRICE OFFSETS THE PRICE OF THE COURIER SERVICE. RECENTLY, STRICTER ENFORCEMENT BY ALL THE AGENCIES CONCERNED HAS FORCED UP THE FEE TO $8,000 FOR A COURIER TRAVELLING TO VANCOUVER, WHILE IN THE UNITED STATES IT HAS REMAINED AT ABOUT $2,000. ANOTHER FACTOR AFFECTING THE COST OF HEROIN IS THAT SCARCITY OF SUPPLY HAS LED TO REDUCED PURITY. AT THE STREET LEVEL, HEROIN CAN BE AS LITTLE AS TWO PER CENT PURE. THIS HAS THE SAME EFFECT AS RAISING THE PRICE, FOR CONFIRMED ADDICTS NOW HAVE TO BUY MORE TO SATISFY THEIR NEEDS.

ILLICIT HEROIN DISTRIBUTION SYSTEM FOR BRITISH COLUMBIA


HEROIN FROM SOUTHEAST ASIA
SMUGGLED TO BRITISH COLUMBIA VIA BANGKOK, HONG KONG AND EUROPE
TRANSSHIPPED TO OTHER CANADIAN CENTRES AND THE UNITED STATES
DELIVERED TO IMPORTER IN VANCOUVER
365LB/YEAR
FOR LOCAL USE
HEROIN FROM MEXICO
SMUGGLED TO BRITISH COLUMBIA DIRECTLY OR BY THE U.S.A.
$38,000 - $42,000/LB


SOLD TO OTHER ORGANIZATIONS
$3,500-$4,000/oz.
CAPPED AND SOLD TO TRAFFICKERS IN OTHER B. C. CITIES
$400-$500/25 CAPS
CAPPED AND SOLD TO STREET TRAFFICKERS IN VANCOUVER-LOWER MAINLAND AREA
$350-$400/25 CAPS
SOLD TO HEROIN USERS IN VICTORIA: $40-$50/CAP
SOLD TO HEROIN USERS IN KAMLOOPS: $50/CAP
SOLD TO HEROIN USERS IN PRINCE GEORGE: $60-$70/CAP
SOLD TO HEROIN USERS: $30-$35/CAP

WHAT PROFITS CAN BE REALIZED ON A POUND OF HEROIN?

IMPORTER LEVEL	
SELLING PRICE OF ONE POUND OF HEROIN IN BRITISH COLUMBIA	$ 42,000.00
COST OF ONE POUND OF HEROIN IN HONG KONG (30% PURE)	7,500.00
COST OF COURIER TO BRITISH COLUMBIA	8,000.00
PROFIT POTENTIAL	$ 26,500.00
DISTRIBUTION LEVEL	
SALE OF 64 "CUT" OUNCES OF HEROIN IN VANCOUVER AT $4,000/oz.	$256,000.00
COST OF ONE POUND OF HEROIN IN VANCOUVER (30% PURE)	42,000.00
PROFIT POTENTIAL	$214,000.00
MIDDLE MAN LEVEL	
SALE OF 896 BUNDLES AT $400/BUNDLE	$358,400.00
COST OF 64 OZ. OF HEROIN AT $4,000/OZ.	256,000.00
PROFIT POTENTIAL	$102,400.00
STREET DEALER LEVEL	
SALE OF 22,400 CAPS AT $35/CAP	$784,000.00
COST OF 896 BUNDLES AT $400/BUNDLE	358,400.00
PROFIT POTENTIAL	$389,600.00

TOTAL POTENTIAL PROFIT $732,500.00

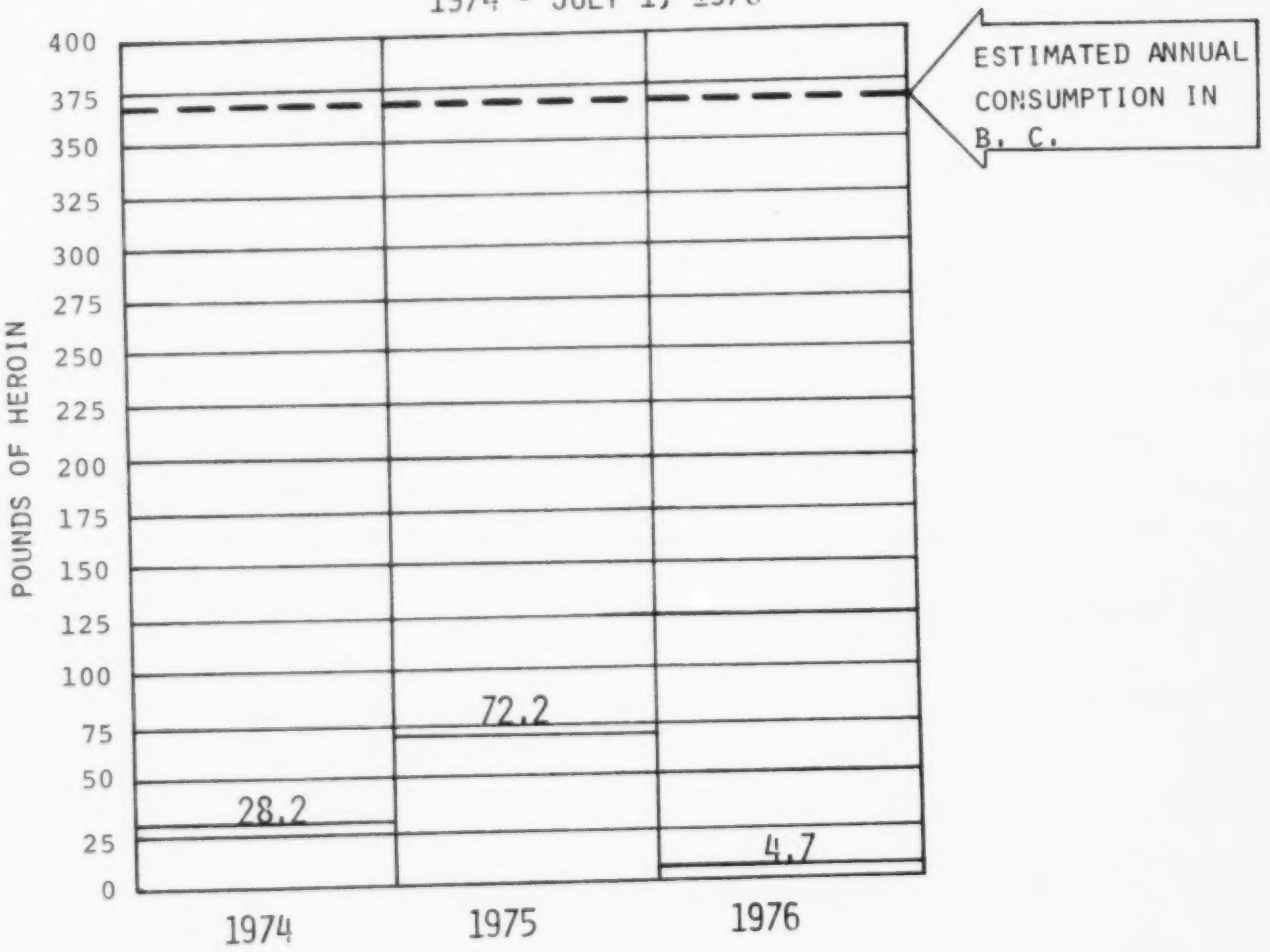
THE TOP INDUSTRIES IN BRITISH COLUMBIA

FOREST PRODUCTS	$3	BILLION
MINING	$1.2	BILLION
TOURISM	$956	MILLION
AGRICULTURE	$391	MILLION
ILLICIT HEROIN TRADE	$255	MILLION
FISHING	$164	MILLION

- OF THE TOP SIX INDUSTRIES, ONLY THE HEROIN TRADE ESCAPES GOVERNMENT TAXATION.

AMOUNT OF HEROIN SEIZED IN BRITISH COLUMBIA

1974 - JULY 1, 1976



VERY LITTLE OF THE HEROIN COMING INTO BRITISH COLUMBIA HAS BEEN SEIZED.

- IN 1974 28.2 POUNDS WERE SEIZED
- IN 1975 72.2 POUNDS WERE SEIZED
- UP TO JULY 1976 4.7 POUNDS WERE SEIZED

IF ONE REMEMBERS THAT BRITISH COLUMBIA REQUIRES ABOUT 365 POUNDS OF HEROIN FOR DOMESTIC USE EACH YEAR, IT CAN BE SEEN THAT THE SEIZURES OF THE LAST THREE YEARS HAVE HARDLY INTERRUPTED THE FLOW.

AS ONE VANCOUVER POLICE OFFICER EXCLAIMED:

> HELL'S BELLS, A POUND IS COMING THROUGH EVERY DAY TO KEEP OUR ADDICT HAPPY! CONSIDER HOW MUCH WE ARE REALLY SEIZING AGAINST WHAT IS COMING IN, IT IS LIKE A TEASPOONFUL IN A BUCKET.

VCP Report
October 1976

HEROIN SEIZURES IN BRITISH COLUMBIA - 1975

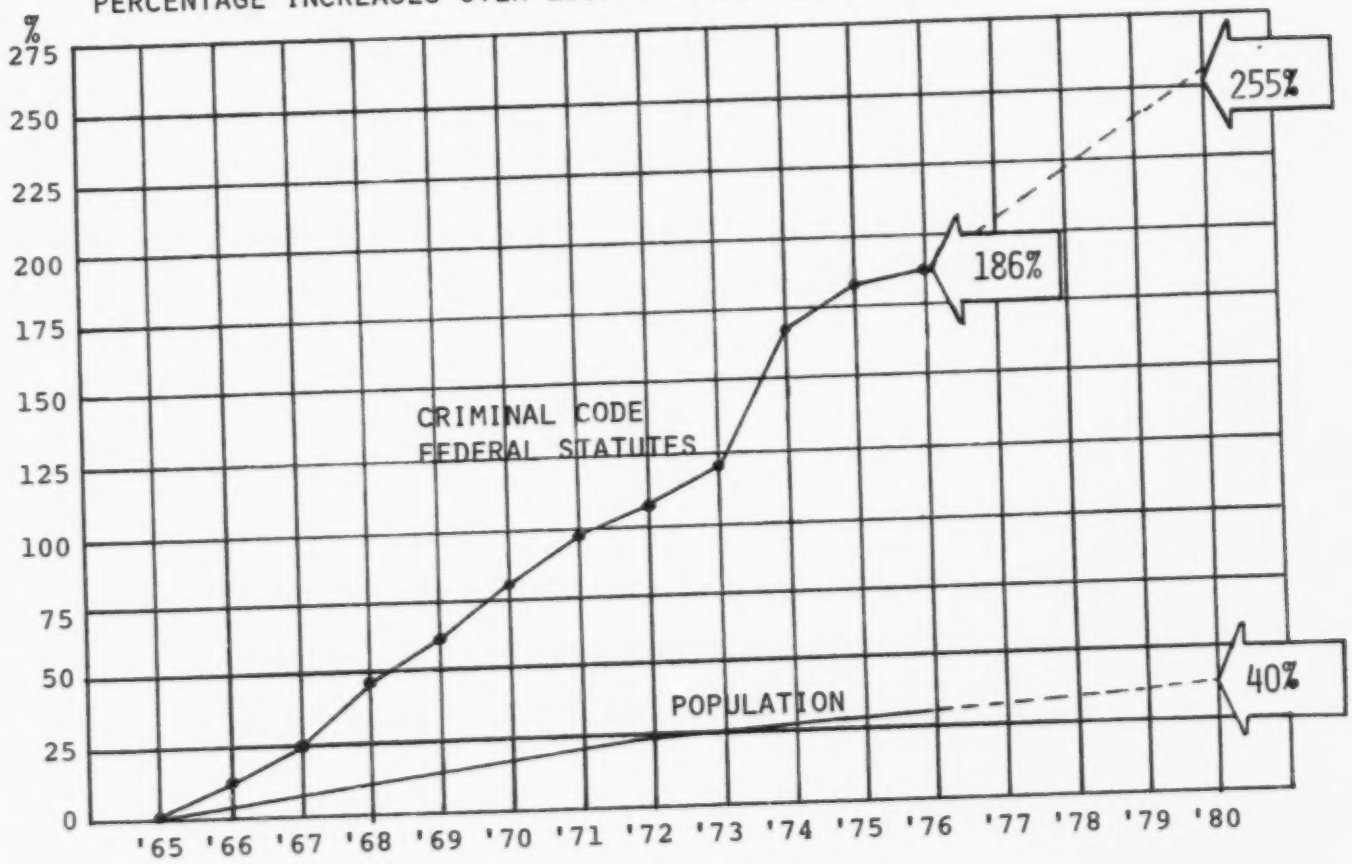
DATE	DEPARTMENT	AMOUNT SEIZED (POUNDS)	NO. OF PERSONS CHARGED
JANUARY 9	C.L.E.U. JOINT FORCES OPERATIONS	8.5	4
MARCH 27	CUSTOMS	8.5	2
JUNE 27	R.C.M.P.	4.0	2
JULY 3	C.L.E.U. JOINT FORCES OPERATIONS	4.6	5
SEPTEMBER 12	R.C.M.P.	22.5 (MORPHINE-CODEINE)	
OCTOBER 1	CUSTOMS	4.0	3
OCTOBER 9	C.L.E.U. JOINT FORCES OPERATIONS	2.0	6
OCTOBER 11	CUSTOMS	10.0	2
OCTOBER 13	CUSTOMS	.5	1
OCTOBER 29	CUSTOMS	4.0	2
NOVEMBER 20	R.C.M.P.	3.0	3
DECEMBER 10	C.L.E.U. JOINT FORCES OPERATIONS	.6	1
	TOTAL:	72.2 POUNDS	

- 1975 WAS THE MOST SUCCESSFUL YEAR FOR SEIZURES BUT INTERCEPTING 72.2 POUNDS REQUIRED MUCH EFFORT AND CO-ORDINATION ON THE PART OF BOTH FEDERAL AND PROVINCIAL FORCES.

- CUSTOMS OFFICERS WERE THE MOST SUCCESSFUL IN INTERCEPTING SHIPMENTS. SOME OF THE SEIZURES WERE MADE WHEN COURIERS WERE SEARCHED AND "BODY PACKS" DISCOVERED. SMALL HEROIN PACKAGES WERE FOUND TAPED UNDER THE COURIERS' ARMS AND IN THEIR GROINS, AROUND THEIR WAISTS AND THEIR ANKLES AND EVEN IN THE FALSE HEELS OF THEIR BOOTS.

CRIMINAL CODE, FEDERAL STATUTE OFFENCES AND POPULATION IN BRITISH COLUMBIA

PERCENTAGE INCREASES OVER 1965 - PROJECTED TO 1980



II THE FUTURE

JUDGING BY THE PRESENT SITUATION, WHAT CAN WE EXPECT IN THE FUTURE?

THE OVERALL CRIME RATE

- IF WE BASE OUR PREDICTION ON THE ACCELERATED CRIME RATE OF THE 1960'S AND EARLY 1970'S WE CAN EXPECT, BY 1980, A RISE OF 255 PER CENT, IN THE CRIME RATE SINCE 1965.

- IF WE BASE OUR PREDICTION ON THE APPARENT LEVELLING-OFF OF THE CRIME RATE SINCE 1975, THE RISE FOR THE PERIOD 1965-1980 WILL BE NEARER TO 230 PER CENT.

THE ADDICT POPULATION

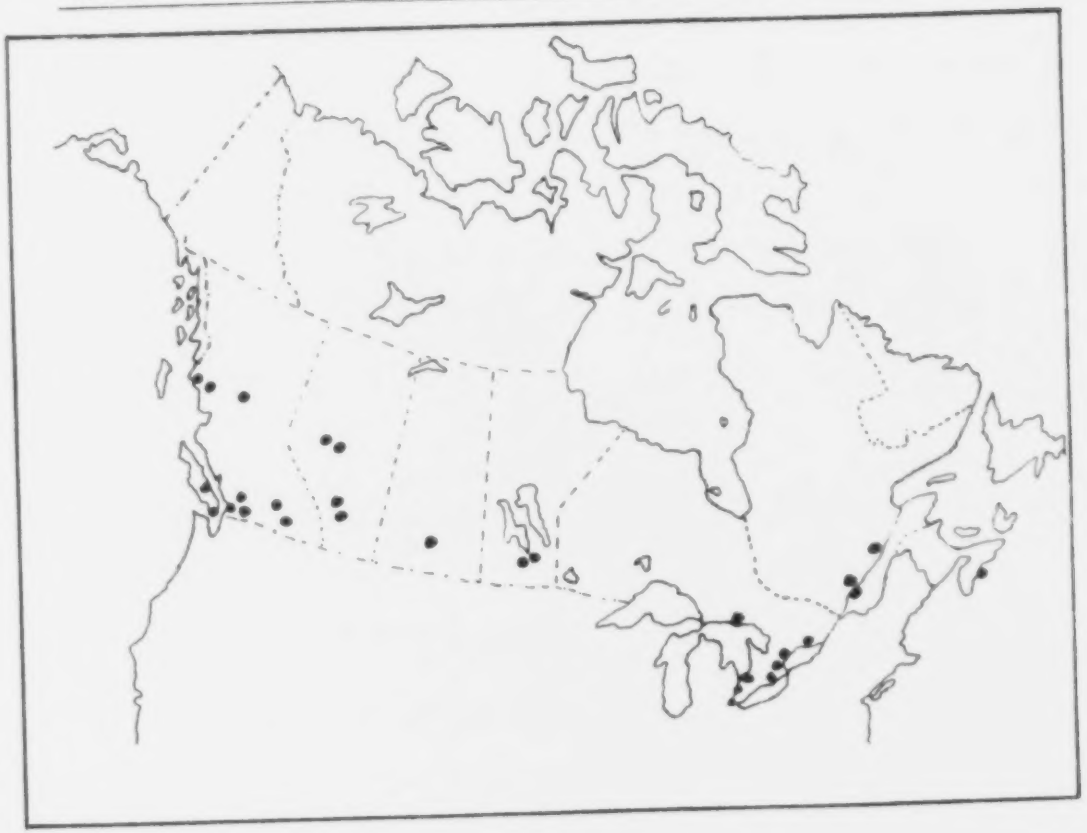
- DURING A TEN-YEAR PERIOD FROM 1967-1976, HEROIN USE SPREAD FROM ONE SMALL AREA OF VANCOUVER TO THE WHOLE LOWER MAINLAND.
  SIMILARLY, IN THE SAME PERIOD, HEROIN USE SPREAD FROM A FEW CITIES TO NEARLY ALL POPULATION CENTRES IN CANADA.

- GIVEN PRESENT METHODS AND RESOURCES, THERE IS NOTHING TO SUGGEST THAT THIS TREND WILL BE REVERSED.

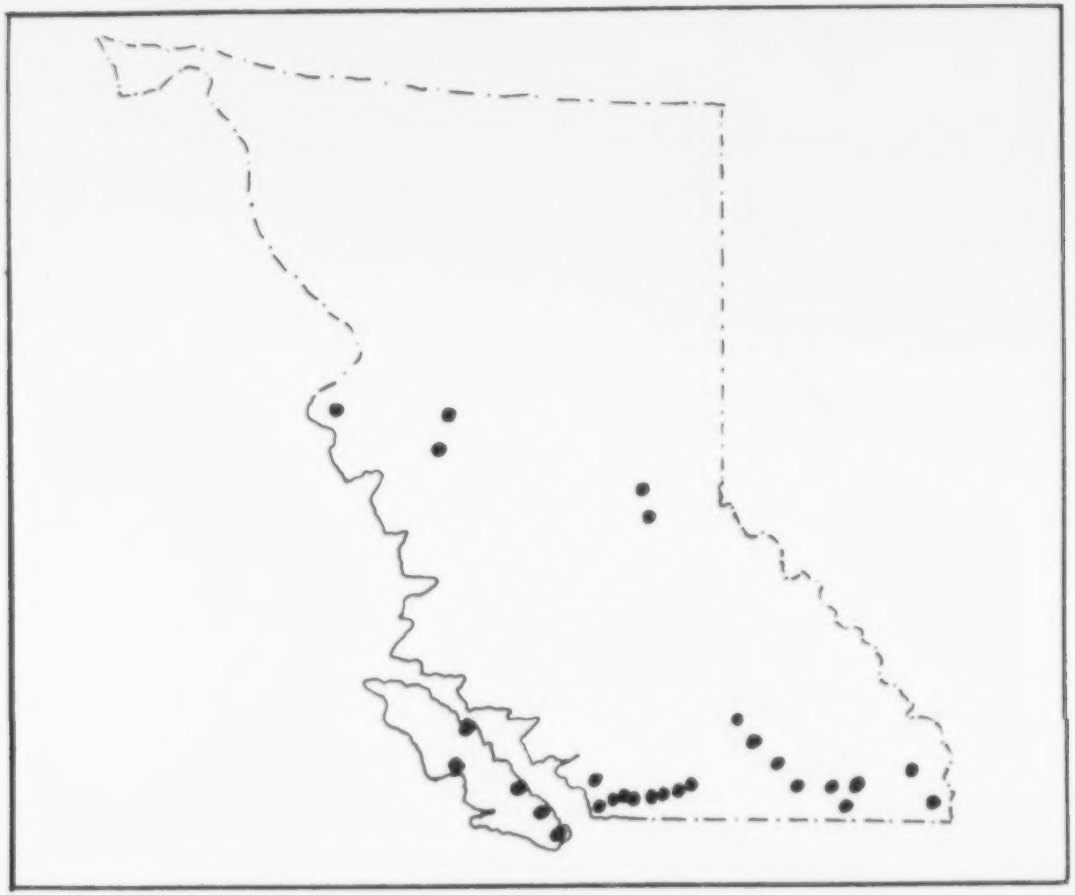
- APART FROM THE GEOGRAPHICAL SPREAD, THE NUMBER OF HEROIN USERS IN AFFECTED AREAS HAS INCREASED. THE INDICATIONS ARE THAT THIS TREND WILL CONTINUE, IF AT A SLOWER RATE, AND THAT MULTIPLE-DRUG USE WILL BECOME MORE PREVALENT.

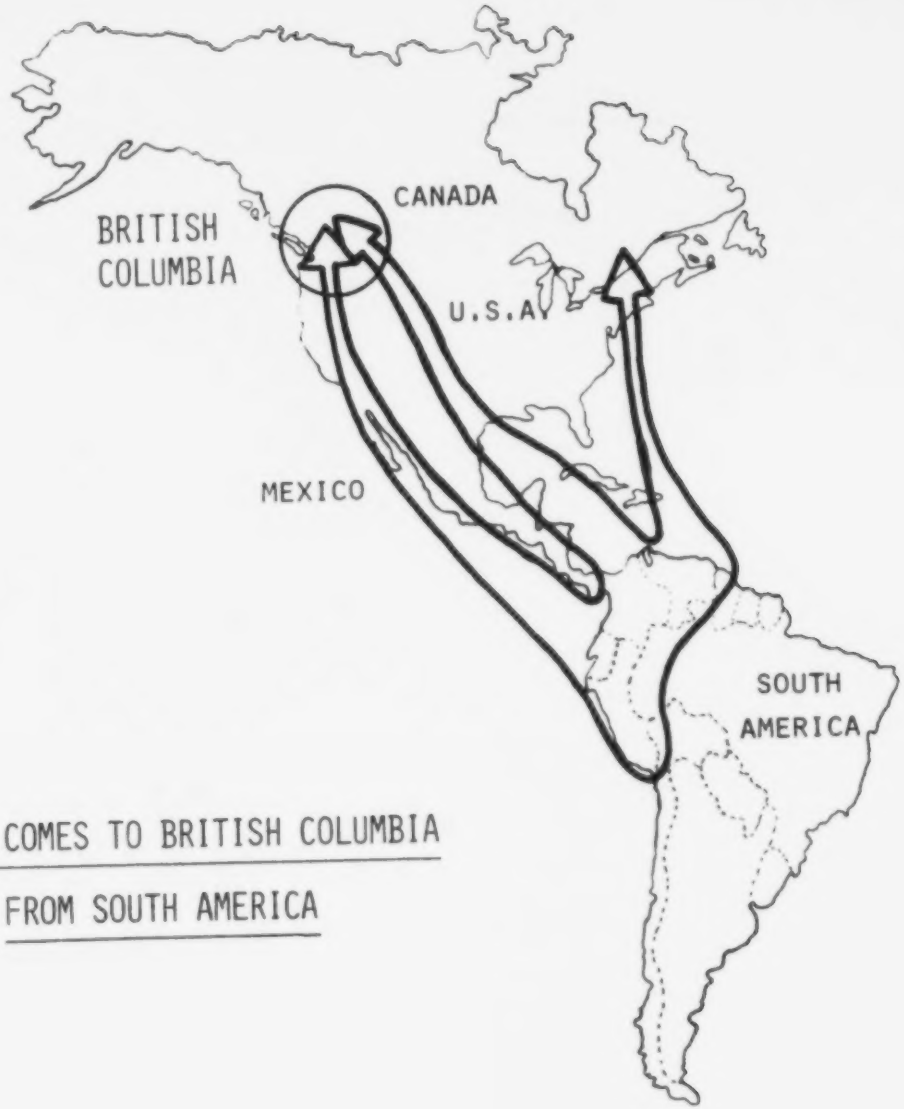
PATTERNS OF HEROIN CONSUMPTION IN CANADA: 1967

PATTERNS OF HEROIN CONSUMPTION IN CANADA: 1976



PATTERNS OF HEROIN CONSUMPTION IN BRITISH COLUMBIA: 1975 - 1976





COCAINE COMES TO BRITISH COLUMBIA

FROM SOUTH AMERICA

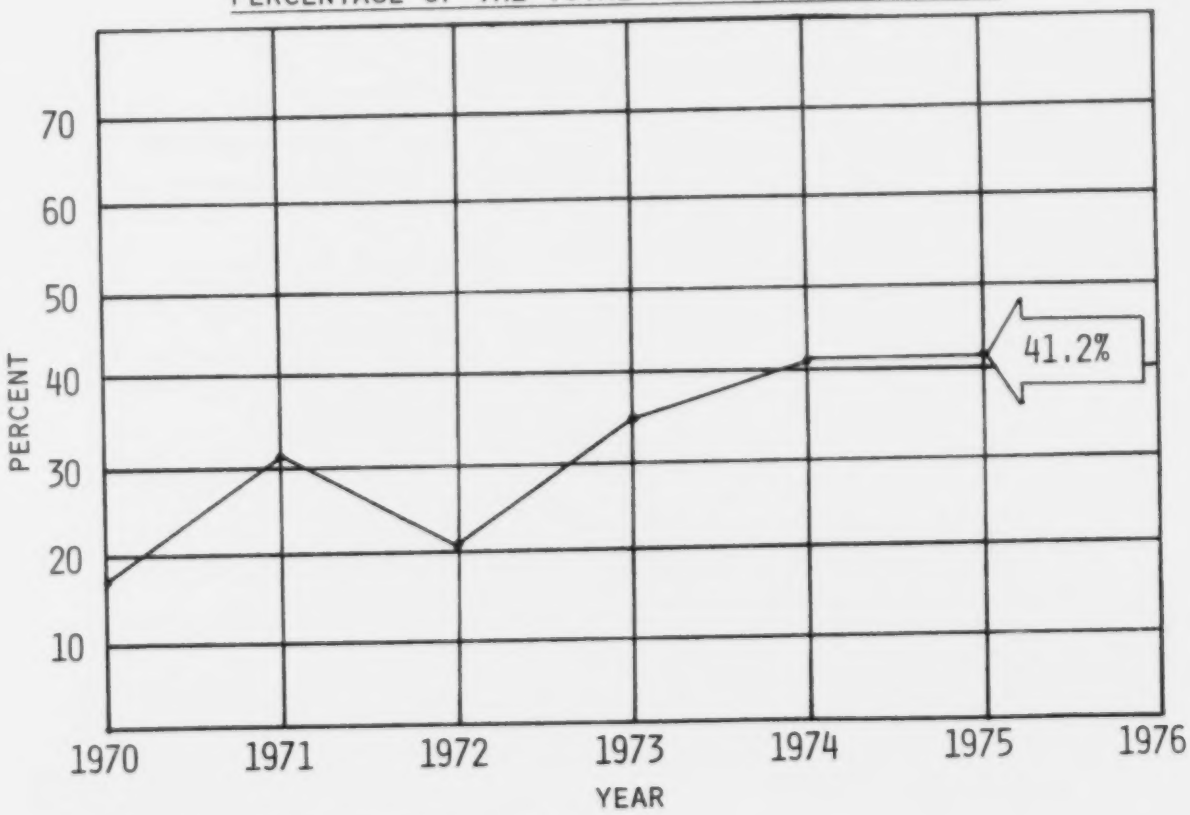
FROM PRESENT INDICATIONS, WE CAN EXPECT:

- MULTIPLE-DRUG USE AMONG THE ADDICT POPULATION

- THE GROWING POPULARITY OF COCAINE

- A SLOWER RATE OF GROWTH IN THE NUMBER OF NEW HEROIN USERS

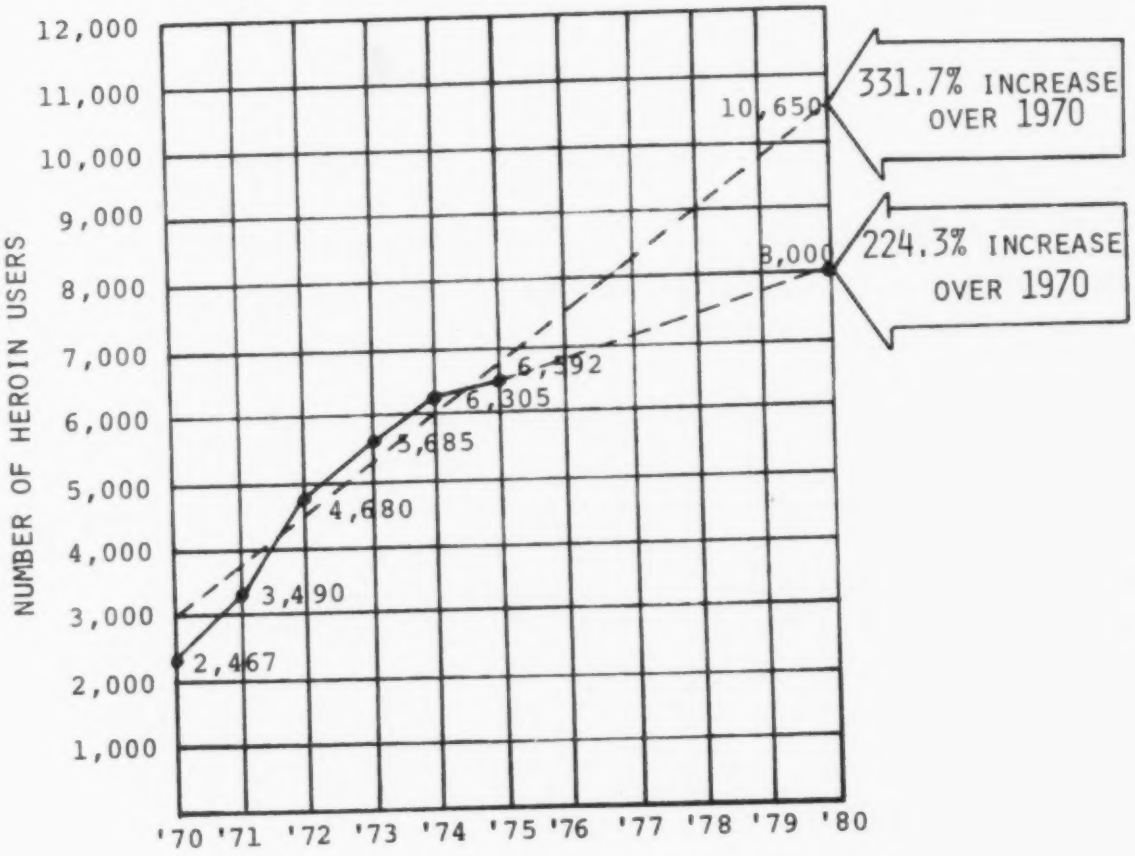
COCAINE CONVICTIONS IN BRITISH COLUMBIA AS A PERCENTAGE OF THE TOTAL FOR CANADA 1970-1975



Bureau of Dangerous Drugs:
Health Protection Branch,
Health and Welfare Canada

- COCAINE USE, IN PARTICULAR, HAS BEEN GROWING IN RECENT YEARS.

PROJECTION OF THE NUMBER OF KNOWN HEROIN USERS IN BRITISH COLUMBIA BY 1980



DRUG-RELATED CRIME

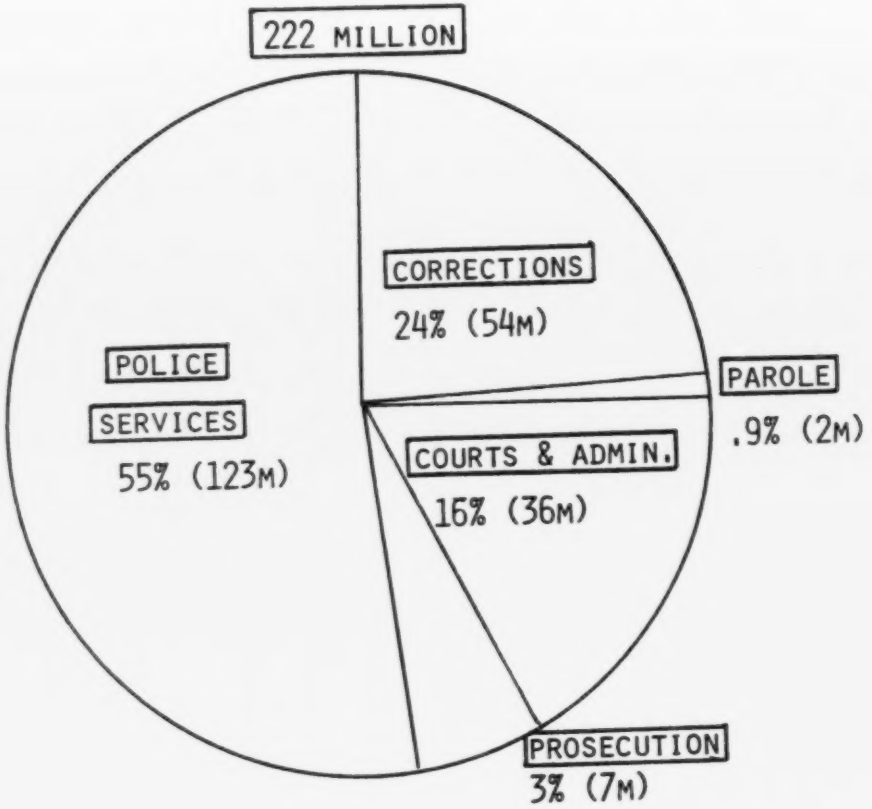
- WE CAN EXPECT DRUG-RELATED CRIME TO MATCH THE INCREASE IN THE ADDICT POPULATION.

THE POLICE/CRIME RATIO

- AT PRESENT, WE ARE STILL FACED WITH THE PROBLEMS OF HIGH POLICE CASE-LOADS AND LOW CLEARANCE RATES BUT THIS SITUATION COULD BE OFFSET IN THE FUTURE BY A MORE EFFICIENT USE OF PRESENT MANPOWER.

BRITISH COLUMBIA 1975-1976

ESTIMATED COSTS OF CRIMINAL JUSTICE SYSTEM



B. ESTIMATED COSTS FOR THE FUTURE

THE CRIMINAL JUSTICE SYSTEM

- THE PRESENT SYSTEM COSTS $222 MILLION.
- MERELY TO KEEP UP WITH INFLATION WILL COST 10 PER CENT MORE.
- 10 PER CENT OF $222 MILLION = $22 MILLION.
- THIS SUM IS NEEDED TO KEEP UP WITH THE PRESENT SITUATION; IT DOES NOT TAKE INTO ACCOUNT A GROWTH IN THE CRIMINAL JUSTICE SYSTEM TO COPE WITH AN INCREASE IN CRIME.

- IN THE CRIMINAL COURTS ALONE, 10 PER CENT OF THE BUDGET IS SPENT ON DRUG CASES.

- IN ABOUT HALF OF THE DRUG CASES, THE PRINCIPALS SEEK LEGAL AID.

  FOR EXAMPLE, AT DECEMBER 1, 1975, OF 125 ACCUSED, 51 HAD LEGAL-AID LAWYERS.

- TAKING INTO ACCOUNT THE COSTS FOR THE SERVICES OF THE PROVINCIAL BENCH, COURTS ADMINISTRATION, COURT REPORTERS AND SHERIFFS, THE AVERAGE COST OF A TRIAL DAY TOTAL $940 TO $1,050.

ESTIMATED COSTS TO THE CRIMINAL JUSTICE SYSTEM OF 17 CONSPIRACY CASES

COURTS:

JUDGE AND ALL COURT SERVICES: 1,360 DAYS AT $1,400 A DAY	$1.9 MILLION
CROWN COUNSEL AT $300 A DAY LEGAL AID COUNSEL	$580,000 TO $1,178,000

POLICE:

MANPOWER	$6,000,000

CORRECTIONS:

IF 75 PER CENT RECEIVED A 10 YEAR SENTENCE AT $30 A DAY PER PERSON	$7,000,000

THE AVERAGE COST FOR A CONSPIRACY CASE IS $946,000.

Adapted with additions from
F. Prevost, Provincial Courts Planning, 1976

- MAINTAINING THE VANCOUVER CITY POLICE DRUG SQUAD IN 1976 COST $420,000.

- THIS COST TOO, IS BOUND TO INCREASE IN 1977.

- THE CRIMINAL JUSTICE SYSTEM IS ALREADY OVERLOADED. ANY FURTHER BURDEN MAY RESULT IN A BREAK-DOWN OF THE ENTIRE SYSTEM.

PROJECTED COSTS TO OTHER GOVERNMENT DEPARTMENTS

- THE BURDEN BORNE BY THE CRIMINAL JUSTICE SYSTEM MAY WELL BE MATCHED BY SIMILAR OVER-LOADS IN OTHER GOVERNMENT DEPARTMENTS AFFECTED BY THE DRUG TRAFFICKING PROBLEM.

PROJECTED COSTS TO THE PUBLIC

THE FAILURE OF GOVERNMENT DEPARTMENTS TO DEAL WITH THE SITUATION EFFICIENTLY MAY MEAN THAT THE PUBLIC WILL BEAR THE COST IN GREATER VICTIMIZATION.

PRIMARY ILLICIT OPIUM PRODUCING AREAS FOR HEROIN MANUFACTURING (1976)

C. PROJECTED SOURCES OF SUPPLY

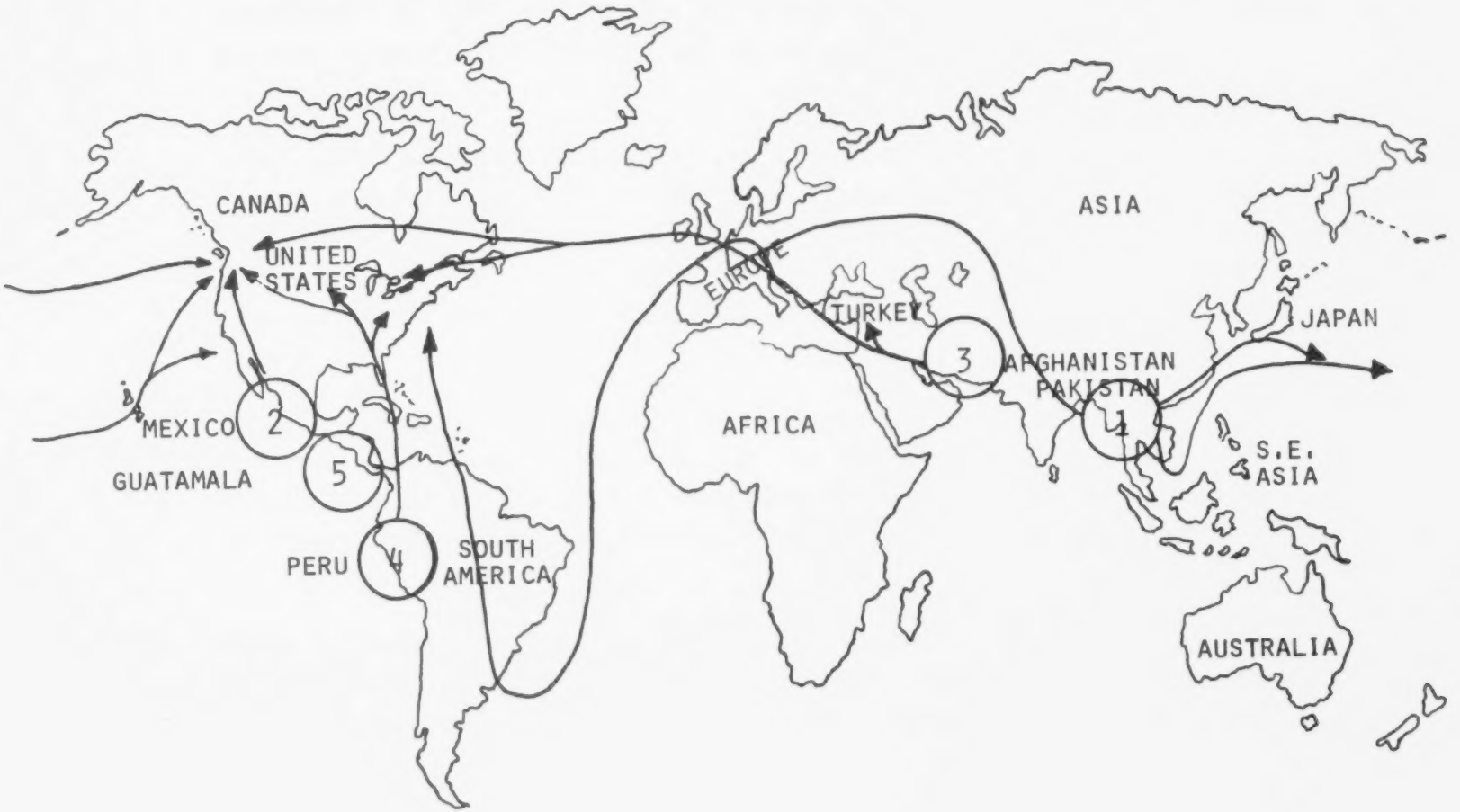
- SOUTH-EAST ASIA CAN BE EXPECTED TO REMAIN ONE OF THE MOST IMPORTANT SOURCES OF HEROIN FOR NORTH AMERICA; IN WHICH CASE, VANCOUVER WILL CONTINUE AS A MAJOR IMPORTATION CENTRE.

- IN VIEW OF THE PRESSURE EXERTED BY THE AUTHORITIES ON THE MEXICAN-UNITED STATES BORDER, WE CAN EXPECT MORE MEXICAN HEROIN TO BE SMUGGLED THROUGH VANCOUVER FOR TRANSSHIPMENT TO OTHER POINTS ON THE CONTINENT. SOME OF IT WILL PROBABLY REMAIN FOR LOCAL CONSUMPTION.

- TURKISH HEROIN MAY APPEAR ON THE DRUG MARKET ONCE MORE. THOUGH SOME AUTHORITIES BELIEVE IT IS NOT LIKELY TO BE THE STRONG COMPETITOR IT ONCE WAS, SINCE THE FRENCH LABORATORIES HAVE BEEN COMPLETELY SUPPRESSED, OTHERS EXPECT THAT MORE THAN ENOUGH OPIUM COULD BE OBTAINED FROM THE AFGHANISTAN/PAKISTAN REGION FOR PROCESSING IN TURKEY.

- MEXICAN GROUPS COULD EXPLOIT THE OPIUM PRODUCTION OF CENTRAL AMERICAN COUNTRIES, OR COULD CO-OPERATE WITH EXISTING COCAINE TRAFFICKING GROUPS TO CULTIVATE OPIUM IN SOUTH AMERICA.

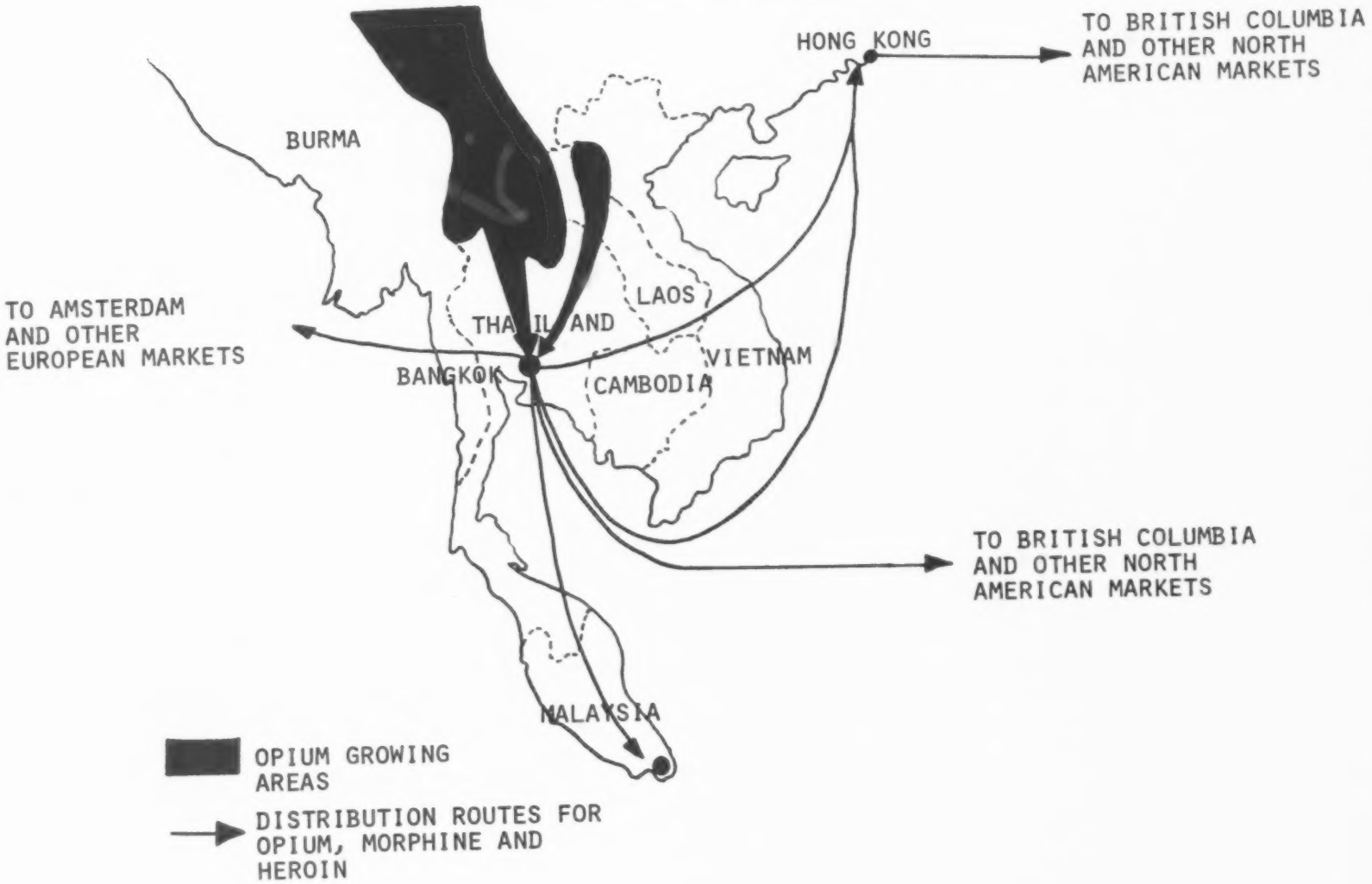
PROJECTED SOURCES AND DISTRIBUTION ROUTES FOR ILLICIT HEROIN



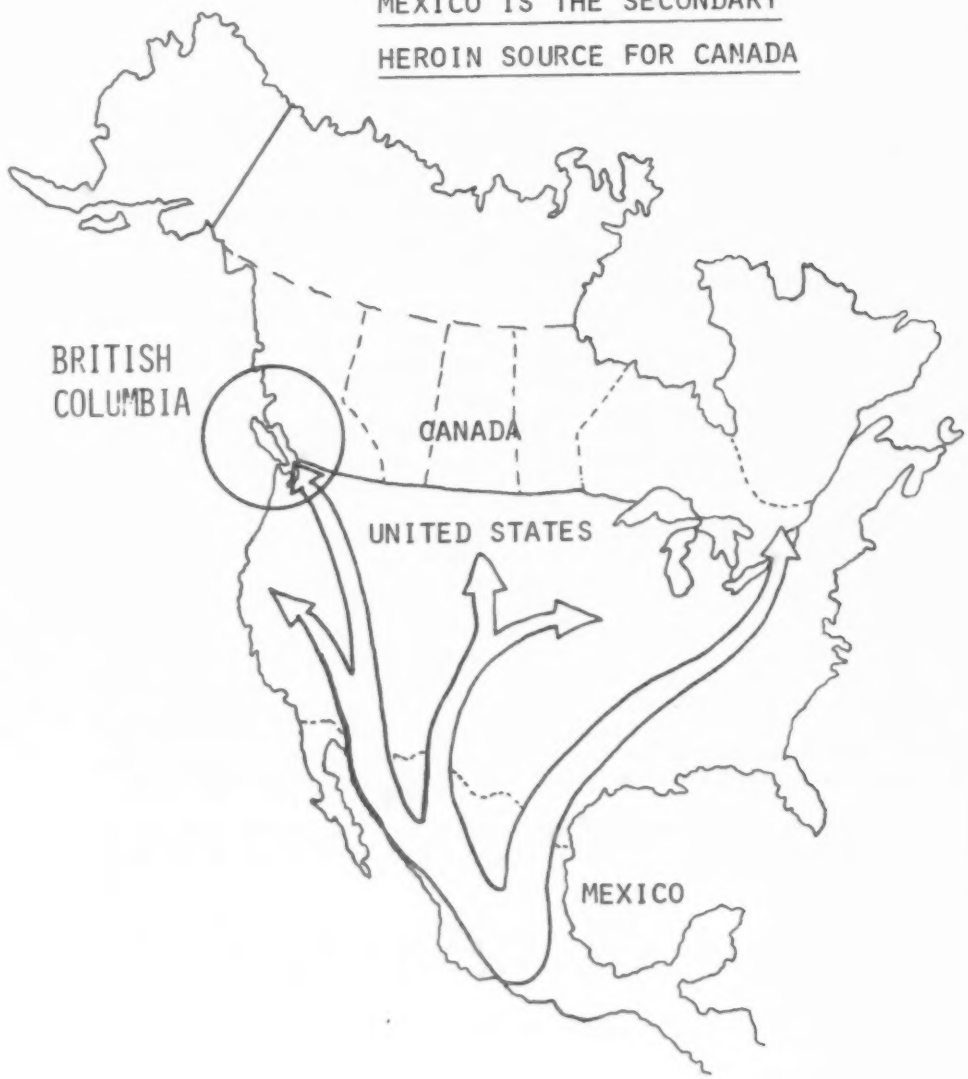
PROJECTED SOURCE COUNTRIES FOR
ILLICIT HEROIN SUPPLY

1. S. E. Asia
2. Mexico
3. Afghanistan/Pakistan
4. Peru
5. Guatamala

THE SOUTH EAST ASIAN ILLICIT OPIUM NETWORK



MEXICO IS THE SECONDARY HEROIN SOURCE FOR CANADA



20★★★ THE VANCOUVER SUN: MON., NOV. 1, 1976

City linked to new heroin connections

ROME (AP) — The Turkish-French connection appears to be dormant and heroin traffic out of Mexico declining. But enforcement officials say international drug rings are now resorting to new connections which include transit through Eastern Europe and the use of cities like Vancouver as funnels into the U.S.

And increasingly, narcotics traffickers are utilizing unsuspecting youths or elderly persons as "mules" to smuggle drugs across borders.

Those were among key conclusions reached by narcotics agents from 20 nations who have just concluded a five-day meeting in Rome.

The conference agreed on steps to develop a tighter worldwide intelligence network, particularly to help combat the rising flow of heroin from Southeast Asia's so-called "Golden Triangle."

"They are better organized and move fast through places one can hardly imagine," one participant at the meeting said about the current narcotics situation. "Our best chance is to spot them locally and relay the intelligence information to national agents ahead of time." . . .

Agents say the Southeast Asian heroin makes its way to Thailand or Malaysia, then is funnelled through points including Hong Kong and Vancouver, before entering the United States, mostly on the West Coast.

U.S. narcotics agents say that Turkey's clampdown on illicit poppy cultivation has been effective and has made heroin laboratories in the Marseille area — the noted French connection — obsolete for the time being.

Mexican "brown sugar," which grew to fill the resulting gap to the point of supplying 90 per cent of America's $17 billion a year heroin trade, is now down to about 80 per cent and expected to decline further, mainly due to a crackdown by the Mexican government.

But at the same time, the Far East's share in the U.S. heroin market has grown considerably.

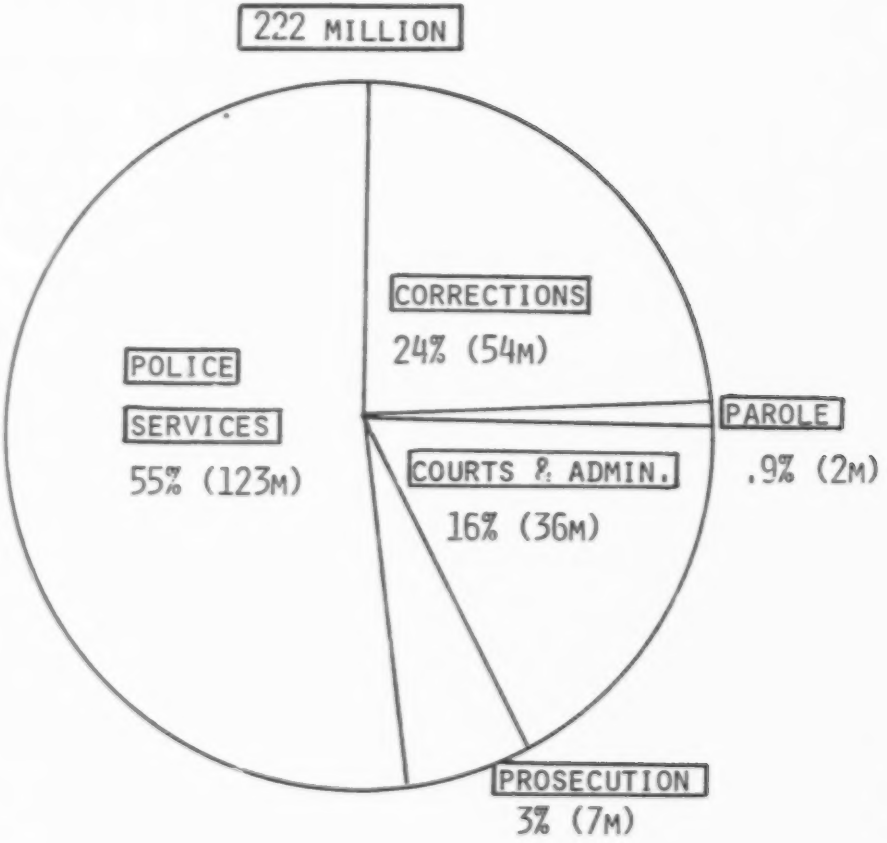
"The trend is clear," one official said. "Far Eastern heroin is attempting to fill the gap. Our job is to anticipate and stop that. The best method is detecting them through a system of intelligence exchange."

III THE KEY PROBLEMS

WE HAVE SHOWN THE MAGNITUDE AND COST OF THE ILLICIT DRUG TRAFFICKING PROBLEM AND PROJECTED ITS GROWTH INTO THE FUTURE. NOW WE MUST EXAMINE WHY PRESENT MEASURES ARE NOT EFFECTIVE IN DEALING WITH THE SITUATION. WHAT ARE THE PARTICULAR OBSTACLES THAT PREVENT THE CRIMINAL JUSTICE SYSTEM FROM OPERATING IN THE MOST EFFICIENT MANNER POSSIBLE?

BRITISH COLUMBIA 1975-76

ESTIMATED COSTS OF CRIMINAL JUSTICE SYSTEM



A. THE COST OF THE ILLICIT DRUG PROBLEM

- ALL LEVELS OF GOVERNMENT PAY A SHARE OF THE $222 MILLION IT COSTS TO RUN THE CRIMINAL JUSTICE SYSTEM.
- THIS MONEY DOES NOT COME FROM AN UNLIMITED SOURCE; IT IS RAISED BY PUBLIC TAXATION.
- WITH LIMITED FUNDS, MONEY SPENT ON THE CRIMINAL JUSTICE SYSTEM IS MONEY DIVERTED FROM OTHER WORTHWHILE PROGRAMS.
- IF 60 PER CENT OF ALL CRIME IN BRITISH COLUMBIA IS DRUG-RELATED THEN A LARGE PART OF THE $222 MILLION IS SPENT ON DEALING WITH 6,952 TO 10,000 DRUG OFFENDERS.
- VANCOUVER ALONE SPENDS $420,000 TO MAINTAIN THE VANCOUVER CITY DRUG SQUAD.
- IF THE USUAL WAYS OF DEALING WITH DRUG OFFENDERS ARE NOT EFFECTIVE, THEN PART OF THE MONEY GOING INTO THE CRIMINAL JUSTICE SYSTEM IS NOT BEING SPENT IN THE BEST POSSIBLE WAY.
- MONEY NOT SPENT IN THE BEST WAY POSSIBLE REPRESENTS A NEEDLESS BURDEN FOR THE TAX-PAYER AND A NEEDLESS DENIAL OF FUNDS FOR OTHER PROGRAMS.
- THE $222 MILLION COULD BE USED MORE EFFECTIVELY IF OTHER STRATEGIES FOR DEALING WITH DRUG OFFENDERS AND MAJOR DRUG TRAFFICKERS WERE IMPLEMENTED.

B. SUPPLY AND DEMAND REDUCTION

WHAT ARE OUR STRATEGIES AND PRIORITIES:

AT THE FEDERAL LEVEL?

AT THE PROVINCIAL LEVEL?

AT THE MUNICIPAL LEVEL?

- STREET ENFORCEMENT OR "BUY AND BUST" OPERATIONS FORM ONLY ONE APPROACH TO SOLVING THE DRUG PROBLEM.

- TREATMENT PROGRAMS, WHILE AVAILABLE, HAVE NOT REACHED ANY GREAT NUMBER OF ADDICTS.

- DRUG ABUSE EDUCATION CANNOT BE IGNORED.

- LINKING THE CRIMINAL JUSTICE SYSTEM WITH TREATMENT AND PREVENTION PROGRAMS HAS YET TO BE TRIED.

- "TARGETING" KEY DRUG FIGURES WITH A VIEW TO LAYING CONSPIRACY CHARGES IS ONLY ONE METHOD OF REDUCING THE SUPPLY OF HEROIN.

- INTERDICTION OVERSEAS WOULD REDUCE MOST OF THE SUPPLY BEFORE IT REACHED CANADA BUT THE GOVERNMENT OF BRITISH COLUMBIA CANNOT ACT BEYOND ITS JURISDICTION. THIS STRATEGY HAS TO BE INITIATED BY THE FEDERAL GOVERNMENT.

- SUPPORT OF INTERNATIONAL PROGRAMS AGAINST DRUG ABUSE AND TRAFFICKING IS IMPORTANT BUT ONLY IF IT IS COMBINED WITH OTHER MEASURES.

- STRATEGIES ADOPTED AT ONE LEVEL OF THE SYSTEM WILL HAVE REPERCUSSIONS AT ANOTHER. IF THESE STRATEGIES ARE NOT CO-ORDINATED, THE EFFECT MAY BE TO NEUTRALIZE WHAT EFFORTS ARE MADE.

- THE POLICE CANNOT SOLVE THE DRUG PROBLEM ALONE.

- THE R.C.M.P. AND PROVINCIAL POLICE FORCES DO NOT HAVE THE WIDE POWERS OF MANY FEDERAL AND PROVINCIAL REGULATORY AGENCIES. IF THE POWERS OF THE REGULATORY BODIES WERE COMBINED WITH THE POWERS OF THE POLICE AND EXPANDED INTO AN INTERNATIONAL EFFORT, A MORE EFFECTIVE ASSAULT ON DRUG TRAFFICKING COULD ENSUE.

- ENTIRELY NEW STRATEGIES COULD BE ENTERTAINED IF ALL THE RESOURCES AVAILABLE WERE POOLED. SUCH SUPPORT WOULD TAKE MUCH OF THE STRAIN OFF POLICE FORCES AND ALLOW THEM THE OPPORTUNITY TO WORK WITHOUT THE CONSTRAINTS OF MANPOWER SHORTAGES.

C. ENFORCEMENT GRIEVANCES AND FRUSTRATIONS

- INEFFICIENCIES IN THE CRIMINAL JUSTICE SYSTEM, AS WELL AS A NUMBER OF MECHANISMS ENSURING HUMANE TREATMENT FOR OFFENDERS, ARE OFTEN EXPLOITED TO ADVANTAGE BY THE MAJOR DRUG TRAFFICKER. POLICE ARE FRUSTRATED WHEN, AFTER A LENGTHY INVESTIGATION WHICH CULMINATES IN THE LAYING OF CHARGES, MAJOR DRUG FIGURES ARE ABLE TO EVADE, BY VARIOUS MEANS, THE NORMAL COURSE OF JUSTICE.

BAIL POLICY

- BAIL POLICY FOR DRUG TRAFFICKERS OR HEROIN USERS DOES NOT PREVENT THEM FROM CONTINUING THEIR ACTIVITIES FOR IT IS NOT ALWAYS ACCOMPANIED BY ADEQUATE SAFEGUARDS.

- THERE IS A "REVOLVING DOOR" SYNDROME OF TRAFFICKING, ARREST, BAIL AND FURTHER TRAFFICKING.

THE FOLLOWING EXAMPLES ARE TYPICAL CASE HISTORIES OF THE ADDICT OR TRAFFICKER WHO IS DRIVEN TO RETURN TO THE TRADE WHILE ON BAIL.

VANCOUVER POLICE DEPARTMENT

UNDERCOVER OPERATION "M": 1975

OF 138 PEOPLE WHO WERE CHARGED WITH DRUG TRAFFICKING:

7 WERE ON BAIL FOR PREVIOUS CHARGES OF HEROIN TRAFFICKING, AND

19 WERE ON BAIL FOR PREVIOUS OFFENCES OF POSSESSION OF HEROIN FOR THE PURPOSE OF TRAFFICKING.

KENNETH BURNS

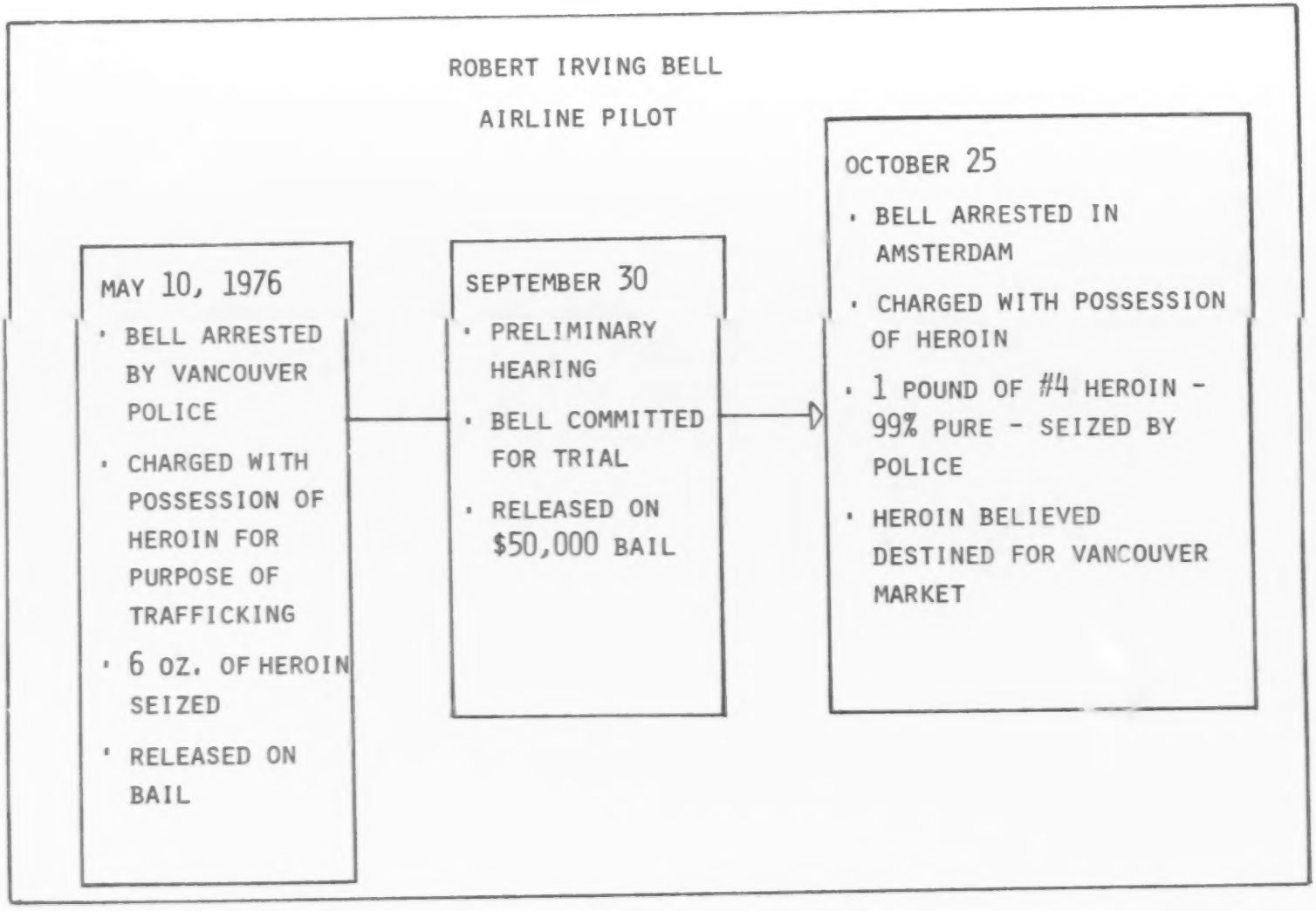
SOLD HEROIN TO VANCOUVER CITY POLICE UNDERCOVER OPERATOR AND WAS ARRESTED IN OCTOBER 1975. HE WAS RELEASED ON BAIL AND WHILE AWAITING TRIAL, SOLD 398 CAPSULES OF HEROIN TO AN R.C.M.P. UNDERCOVER OPERATOR IN JANUARY 1976.

MIROSLAV LANKA

WAS ARRESTED ON A HIGH LEVEL DRUG CONSPIRACY ON JULY 30, 1975. HE WAS RELEASED ON BAIL AND WHILE AWAITING TRIAL, SOLD ONE OUNCE OF HEROIN TO AN R.C.M.P. UNDERCOVER OPERATOR IN FEBRUARY 1976. HE WAS ARRESTED ON MAY 25, 1976 AS A MEMBER OF THE CZECH CONSPIRACY GROUP.

- BAIL REFORM ACT REVISIONS WERE INTRODUCED ON 26TH APRIL, 1976 TO CONTROL THE RELEASE ON BAIL OF DRUG TRAFFICKERS.

- THE REVISIONS SEEM TO HAVE HAD LITTLE EFFECT ON BAIL RELEASE POLICY.

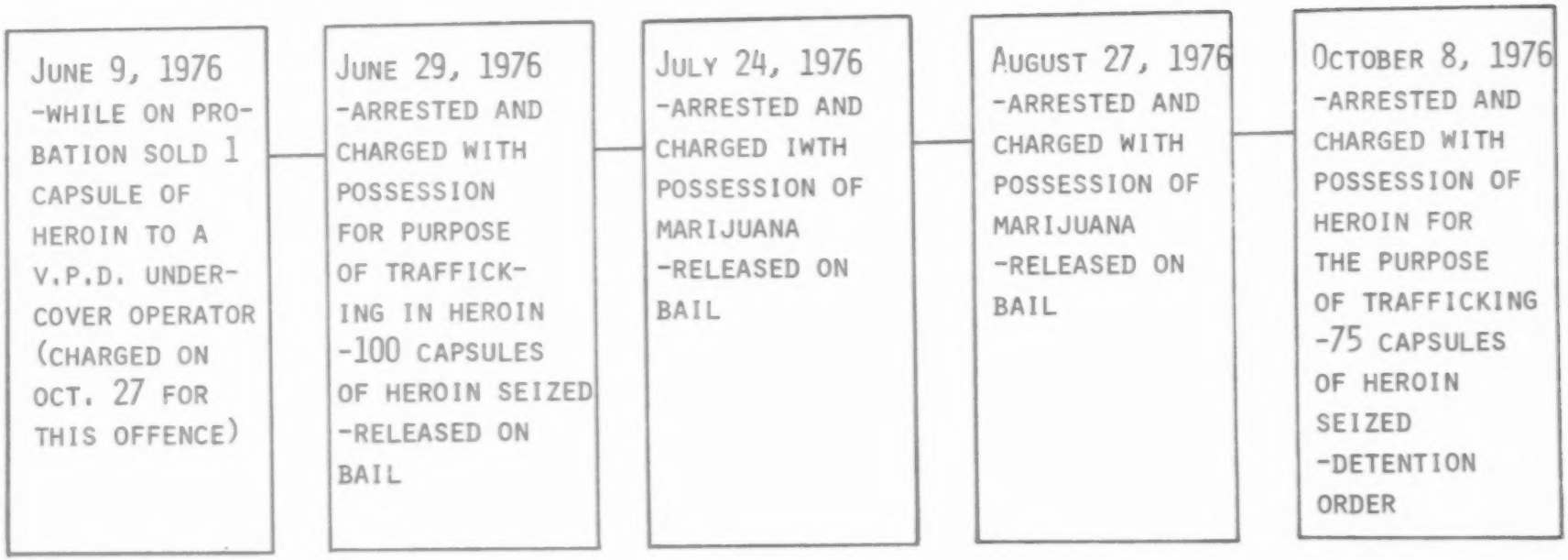

ROBERT IRVING BELL
AIRLINE PILOT
MAY 10, 1976
• BELL ARRESTED BY VANCOUVER POLICE
• CHARGED WITH POSSESSION OF HEROIN FOR PURPOSE OF TRAFFICKING
• 6 OZ. OF HEROIN SEIZED
• RELEASED ON BAIL
SEPTEMBER 30
• PRELIMINARY HEARING
• BELL COMMITTED FOR TRIAL
• RELEASED ON $50,000 BAIL
OCTOBER 25
• BELL ARRESTED IN AMSTERDAM
• CHARGED WITH POSSESSION OF HEROIN
• 1 POUND OF #4 HEROIN - 99% PURE - SEIZED BY POLICE
• HEROIN BELIEVED DESTINED FOR VANCOUVER MARKET

JACK OWENS

SOLD 25 CAPSULES OF HEROIN TO AN R.C.M.P. UNDERCOVER OPERATOR ON APRIL 10, 1976. HE WAS ARRESTED ON MAY 27, 1976 AND RELEASED ON BAIL. HE THEN SOLD 1 CAPSULE OF HEROIN TO AN UNDERCOVER AGENT OF THE VANCOUVER POLICE DEPARTMENT, AND WAS ARRESTED ON OCTOBER 21, 1976.

BERLYDINE MAY SLADEN @ AGIN

RECORD: POSSESSION OF NARCOTICS x4
FAILURE TO APPEAR x3
ATTEMPT BREAK AND ENTER x3
POSSESSION OF A CONCEALED WEAPON


JUNE 9, 1976
-WHILE ON PROBATION SOLD 1 CAPSULE OF HEROIN TO A V.P.D. UNDERCOVER OPERATOR (CHARGED ON OCT. 27 FOR THIS OFFENCE)
JUNE 29, 1976
-ARRESTED AND CHARGED WITH POSSESSION FOR PURPOSE OF TRAFFICKING IN HEROIN
-100 CAPSULES OF HEROIN SEIZED
-RELEASED ON BAIL
JULY 24, 1976
-ARRESTED AND CHARGED IWTH POSSESSION OF MARIJUANA
-RELEASED ON BAIL
AUGUST 27, 1976
-ARRESTED AND CHARGED WITH POSSESSION OF MARIJUANA
-RELEASED ON BAIL
OCTOBER 8, 1976
-ARRESTED AND CHARGED WITH POSSESSION OF HEROIN FOR THE PURPOSE OF TRAFFICKING
-75 CAPSULES OF HEROIN SEIZED
-DETENTION ORDER

JOHN KENNETH ECCLES

(CLAIMS HE USES 50 CAPS OF HEROIN PER WEEK.)

NOVEMBER 22, 1973

- CONVICTED OF TRAFFICKING IN A RESTRICTED DRUG
- SENTENCED TO 3 YEARS
- SENTENCE REDUCED TO 2 YEARS LESS 1 DAY ON APPEAL

DECEMBER 1, 1976

- CHARGED IN WEST VANCOUVER WITH POSSESSION OF HEROIN
- 7 CAPSULES OF HEROIN SEIZED
- RELEASED ON SURETY BAIL OF $2,000.00

JANUARY 1, 1977

- CHARGED IN VANCOUVER WITH POSSESSION OF HEROIN FOR THE PURPOSE OF TRAFFICKING
- 375 CAPSULES OF HEROIN SEIZED
- DETENTION ORDER REQUESTED
- RELEASED ON $2,500.00 CASH BAIL

CURRENT DRUG CASES IN THE PROVINCIAL COURTS

As of 28 February 1977:

Region 1 (Vancouver Island)	167
Region 2 (Vancouver)	506
Region 3 (South Fraser)	288
Region 4 (N. E. Fraser)	287
Region 5 (Okanagan)	88
Region 6 (Kootenay)	49
Region 7 (Interior)	47
Region 8 (Northern)	94
Region 9 (Prince Rupert)	25
TOTAL:	1,551

PROVINCIAL COURTS IN THE CITY OF VANCOUVER HAVE 453 DRUG CASES PENDING

TRIAL DELAY

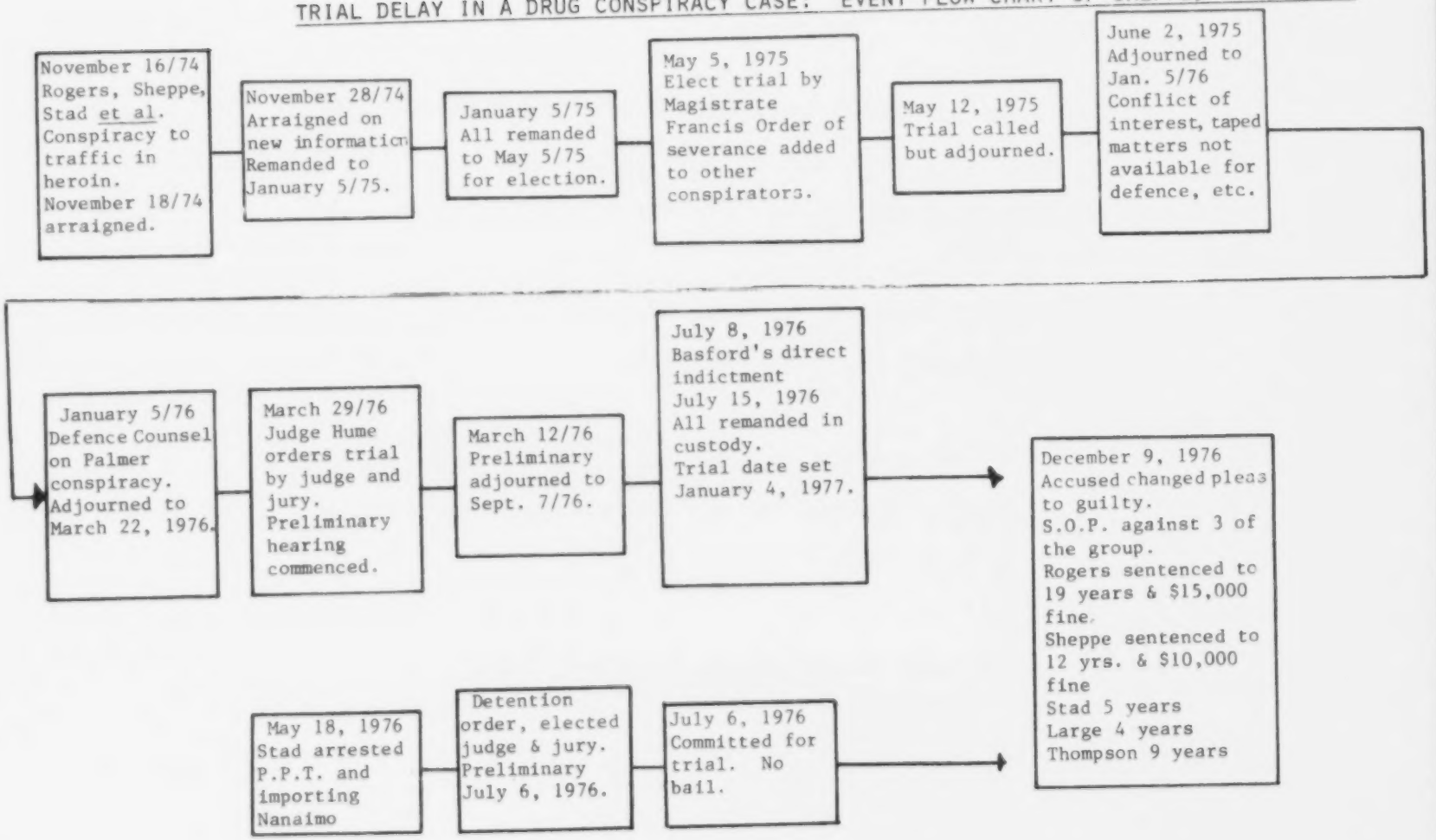
- THERE IS A TRIAL DELAY OF UP TO TWO OR MORE YEARS FOR MANY DRUG CASES.

- BETWEEN THE PRELIMINARY HEARING AND THE TRIAL, DRUG TRAFFICKERS ARE ABLE TO CONTINUE THEIR BUSINESS.

- DRUG TRAFFICKERS ON BAIL WHO RETURN TO TRAFFICKING AND ARE CHARGED AGAIN CONTRIBUTE TO THE COURT BACKLOG.

- MOST OF THE BACKLOG PROBLEMS ARE IN THE PROVINCIAL COURTS. IN THE COUNTY AND SUPREME COURTS, JUDGES ARE AVAILABLE TO HANDLE CASES BUT THERE ARE NOT ENOUGH PROSECUTORS.

TRIAL DELAY IN A DRUG CONSPIRACY CASE: EVENT FLOW CHART OF SHEPPE, STAD ET AL.


November 16/74
Rogers, Sheppe, Stad et al.
Conspiracy to traffic in heroin.
November 18/74
arraigned.
November 28/74
Arraigned on new information
Remanded to January 5/75.
January 5/75
All remanded to May 5/75 for election.
May 5, 1975
Elect trial by Magistrate
Francis Order of severance added to other conspirators.
May 12, 1975
Trial called but adjourned.
June 2, 1975
Adjourned to Jan. 5/76
Conflict of interest, taped matters not available for defence, etc.
January 5/76
Defence Counsel on Palmer conspiracy.
Adjourned to March 22, 1976.
March 29/76
Judge Hume orders trial by judge and jury.
Preliminary hearing commenced.
March 12/76
Preliminary adjourned to Sept. 7/76.
July 8, 1976
Basford's direct indictment
July 15, 1976
All remanded in custody.
Trial date set January 4, 1977.
December 9, 1976
Accused changed pleas to guilty.
S.O.P. against 3 of the group.
Rogers sentenced to 19 years & $15,000 fine.
Sheppe sentenced to 12 yrs. & $10,000 fine
Stad 5 years
Large 4 years
Thompson 9 years
May 18, 1976
Stad arrested P.P.T. and importing Nanaimo
Detention order, elected judge & jury.
Preliminary July 6, 1976.
July 6, 1976
Committed for trial. No bail.

- THE SHEPPE AND STAD CASE WAS ORDERED TO DIRECT INDICTMENT AFTER 2 YEARS DELAY ONLY WHEN IT WAS LEARNED THAT THE LIFE OF THE TRIAL JUDGE HAD BEEN THREATENED.

NUMBER OF PEOPLE ATTENDING HEROIN ADDICTION TREATMENT CENTRES IN BRITISH COLUMBIA OF OCTOBER 1, 1976

	CLINIC	NO. OF PEOPLE IN PROGRAM
1.	VANCOUVER	351
2.	VICTORIA	32
3.	COQUITLAM	36
4.	NANAIMO	22
5.	CAMPBELL RIVER	20
6.	TRAIL	7
7.	KELOWNA	34
8.	PRINCE GEORGE	14
	TOTAL	516

TREATMENT CENTRES

- AN OFFICIAL HAS SPOKEN OF THE "RELATIVE INEFFECTIVENESS OF THE VOLUNTARY TREATMENT SYSTEM" IN RELATION TO THE TOTAL ADDICT POPULATION.

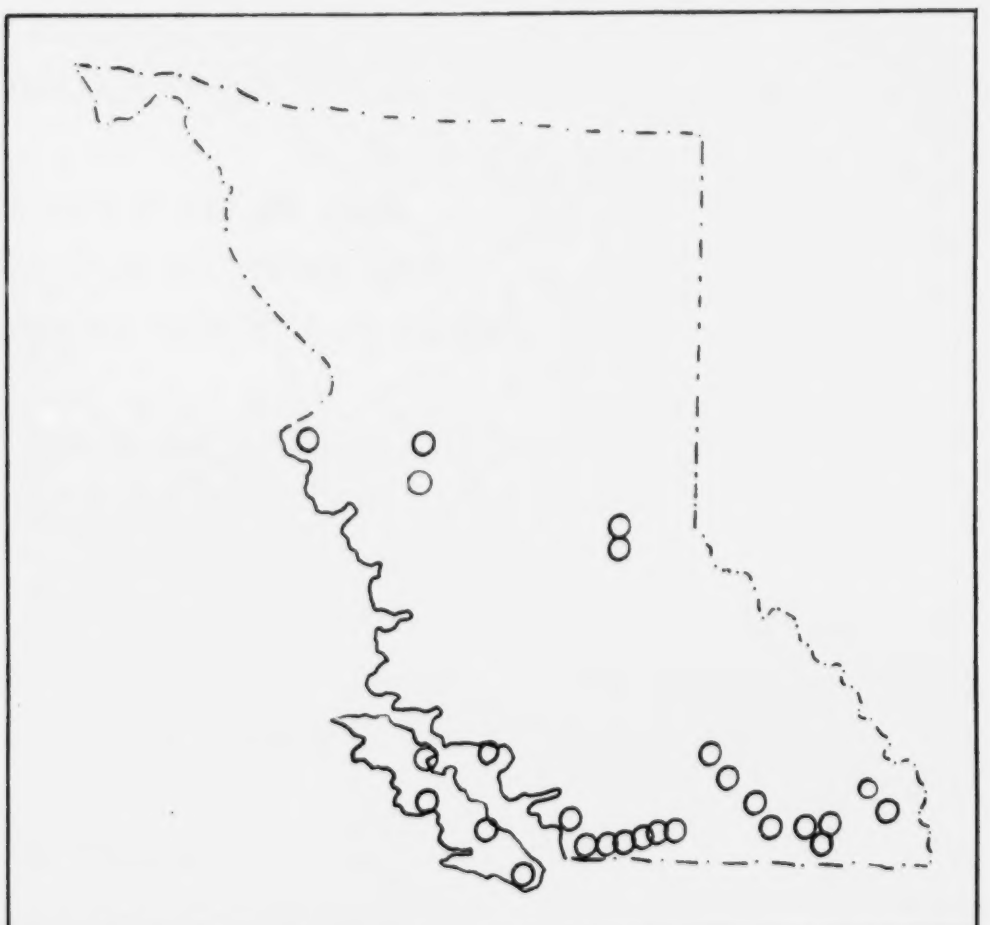
- THERE ARE 516 ADDICTS IN TREATMENT. THIS IS ONLY 5 PER CENT OF THE ESTIMATED NUMBER OF ADDICTS.

- METHADONE, PRESCRIBED IN TREATMENT IS SOMETIMES DIVERTED TO THE ILLICIT MARKET. IT IS AN ADDICTING SUBSTANCE IN ITS OWN RIGHT.

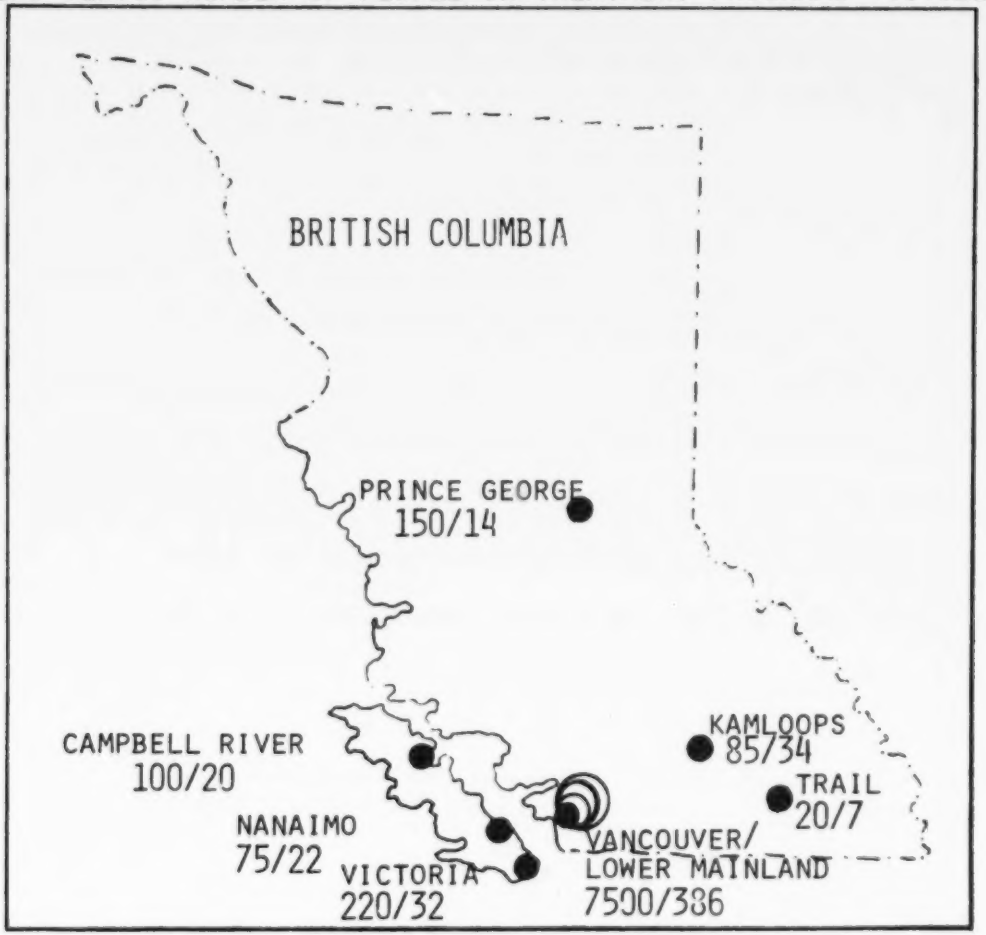
- METHADONE IS PRESCRIBED BY TREATMENT CENTRES AND BY 109 AUTHORIZED PHYSICIANS BUT THERE IS LITTLE CO-ORDINATION AMONG THEM.

AREAS OF HEROIN CONSUMPTION IN BRITISH COLUMBIA

1975 - 1976



LOCATION OF DRUG ABUSE TREATMENT CENTRES IN BRITISH COLUMBIA AND ESTIMATED NUMBER OF HEROIN USERS VERSUS NUMBER OF PEOPLE IN TREATMENT PROGRAMS (OCTOBER, 1976)



PAROLE AND WORK PASSES

BECAUSE THERE HAS BEEN A FAILURE ON THE PART OF BOTH THE CORRECTIONS SERVICE AND THE POLICE TO SHARE INFORMATION ON PRISONERS WITH EACH OTHER, MANY DRUG OFFENDERS WHOM THE POLICE SUSPECT OF TRAFFICKING EVEN AFTER SENTENCE ARE ALLOWED OUT ON PAROLE AND DAY RELEASE OR WORK PASSES.

Parole and Work Release Record of: JOHN KENNETH ECCLES

"The Soft Drug King of B. C."

1973: Convicted of trafficking in a restricted drug;
Sentenced to 3 years'
Sentence reduced to 2 years less a day.

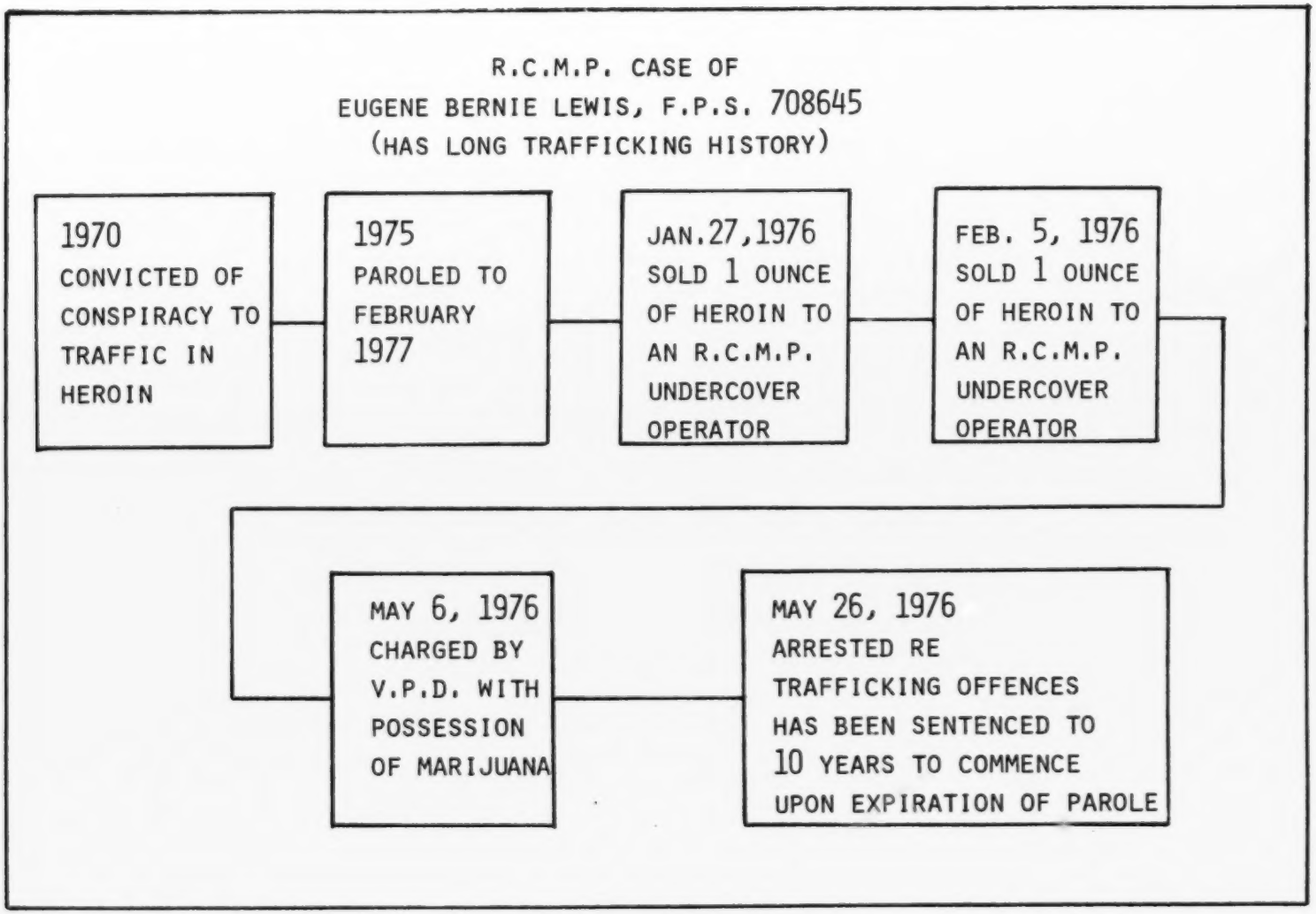
Sent to A.R.U. for alleged alcohol problem

- Daily attendance at Manpower community course on life skills
- Regular passes to visit home against the wishes of R.C.M.P.
- Courses in flying and parachute jumping to improve job opportunities
- Allowed to use his own Corvette for transportation

No assessment or supervision for any of these leaves

Since his release he has been arrested for:

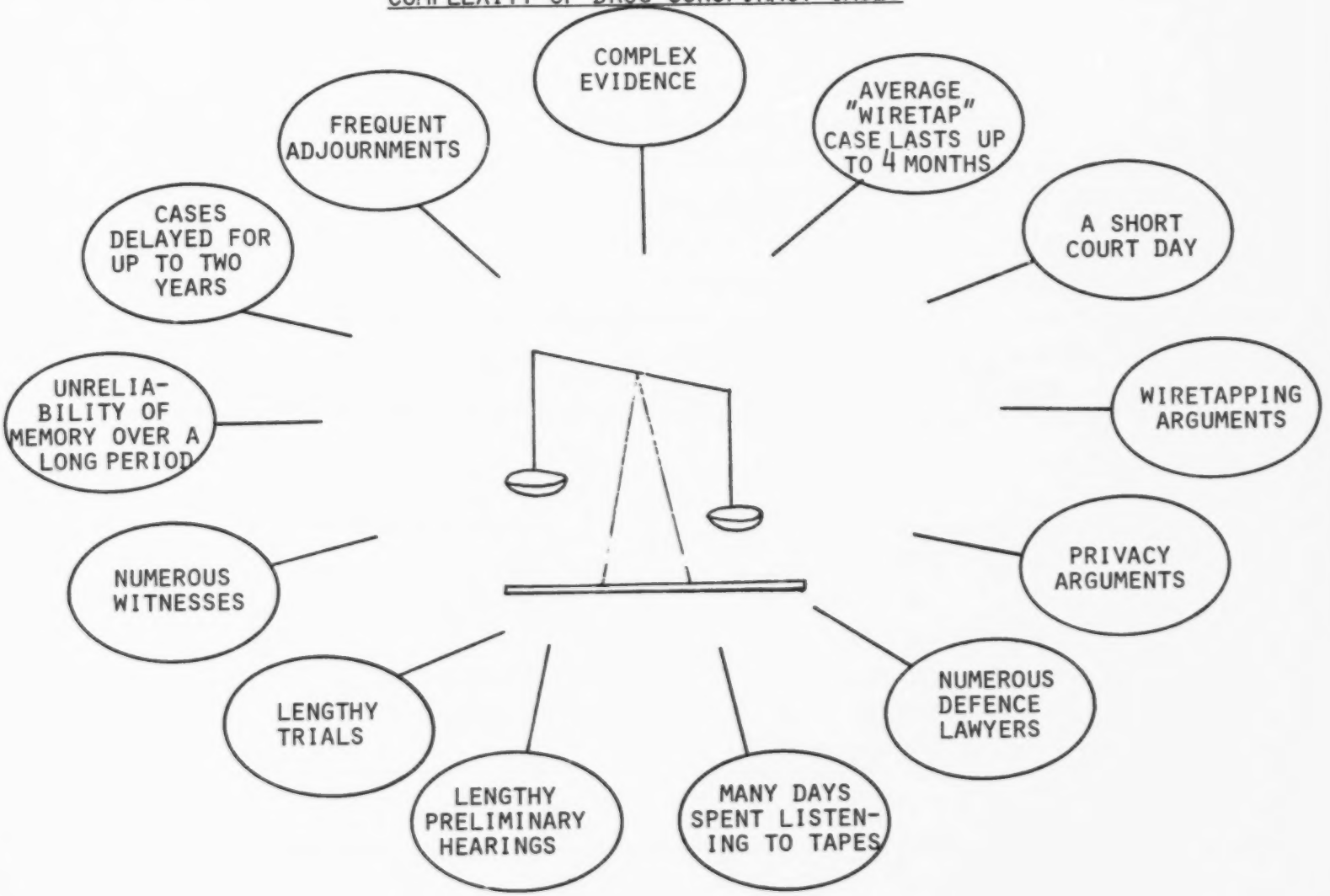
Impaired driving
Possession of heroin
Possession of heroin for the purpose of trafficking


R.C.M.P. CASE OF
EUGENE BERNIE LEWIS, F.P.S. 708645
(HAS LONG TRAFFICKING HISTORY)
1970
CONVICTED OF CONSPIRACY TO TRAFFIC IN HEROIN
1975
PAROLED TO FEBRUARY 1977
JAN.27,1976
SOLD 1 OUNCE OF HEROIN TO AN R.C.M.P. UNDERCOVER OPERATOR
FEB. 5, 1976
SOLD 1 OUNCE OF HEROIN TO AN R.C.M.P. UNDERCOVER OPERATOR
MAY 6, 1976
CHARGED BY V.P.D. WITH POSSESSION OF MARIJUANA
MAY 26, 1976
ARRESTED RE TRAFFICKING OFFENCES
HAS BEEN SENTENCED TO 10 YEARS TO COMMENCE UPON EXPIRATION OF PAROLE

GEORGE BURTON

SOLD HEROIN TO A R.C.M.P. UNDERCOVER OPERATOR ON JANUARY 14, 1976 WHILE ON A DAY PASS. HE WAS SERVING A LIFE SENTENCE FOR MURDER.

COMPLEXITY OF DRUG CONSPIRACY CASES



D. PROSECUTION

- THERE IS NOT A LARGE ENOUGH POOL OF SALARIED COUNSEL TO SUPPLY A PROSECUTOR FOR EACH DRUG CASE.

- MANY PROSECUTORS ARE TOO INEXPERIENCED TO WIN AGAINST A SEASONED AND WELL-PAID DEFENCE LAWYER. THIS MEANS THAT WHEN A CASE IS LOST BY AN INEXPERIENCED, OR ILL-PREPARED PROSECUTOR, A VAST INVESTMENT IN TIME, EFFORT AND MONEY AT THE INVESTIGATIVE LEVEL IS ALSO LOST.

- THOUGH A CONSPIRACY CHARGE IS OFTEN THE ONLY WAY THAT MAJOR DRUG FIGURES CAN BE IMPLICATED IN A DRUG CASE, THE COST AND COMPLEXITY OF SUCH CASES OFTEN MAKE THEM PROHIBITIVE.

"LOW-PAID CROWN LAWYERS MEAN CROOKS GO FREE"

1. 25 OF 41 PROVINCIAL PROSECUTORS HAVE LESS THAN 2 YEARS' EXPERIENCE
   - 11 OF 21 CRIMINAL PROSECUTORS IN THE FEDERAL JUSTICE DEPARTMENT, VANCOUVER, HAVE LESS THAN 2 YEARS' EXPERIENCE
2. JUSTICE DEPARTMENT SPENDS $500,000 A YEAR FOR AD HOC COUNSEL IN THE LOWER MAINLAND.
   - PROVINCIAL GOVERNMENT SPENDS $3.2 MILLION A YEAR FOR AD HOC COUNSEL
3. EXPERIENCED PROSECUTORS USED TO GET THE "BETTER" CASES, BUT NOW A JUNIOR PROSECUTOR IS THROWN INTO A FULL COURTROOM WITH A FULL LIST, TO SINK OR SWIM.
4. IN SEPTEMBER, 4 OF 16 PROVINCIAL COURTS IN VANCOUVER WERE RUN COMPLETELY BY AD HOC PROSECUTORS.
5. DRUG TRAFFICKERS CONTINUE TO BUY THEIR WAY OUT OF JAIL FOR THE PRICE OF A GOOD LAWYER BECAUSE THE BATTLE BETWEEN A $14,000 A YEAR PROSECUTOR AND A $50,000 TO $150,000 LAWYER OF 10 YEARS EXPERIENCE IS NO CONTEST.
6. DEFENCE LAWYERS GENERALLY AGREEE THERE IS A 50% CHANCE OF GETTING AN ACQUITTAL JUST BY SHOWING UP FOR COURT BECAUSE THE CROWN WILL PROVE INCOMPETENT.

Based upon an article in
The Province, October 19, 1976.

- WHO SHOULD PROSECUTE DRUG CASES?

- ARE ISSUES BETWEEN FEDERAL AND PROVINCIAL CIVIL SERVANTS STANDING IN THE WAY OF OBVIOUS SOLUTIONS?

- WHAT ARE THE ISSUES?

- HOW CAN THE PUBLIC INTEREST BEST BE SERVED?

Court lets kingpins 'thumb their noses'

Major Hong Kong drug traffickers who export millions of dollars worth of heroin annually to Vancouver will be able to "thumb their noses at Canada" if a recent extradition ruling by a Hong Kong magistrate is not reversed.

Steve Hardinge, head of the justice department administration branch here, said: "It would mean a person could organize the transportation to Canada and the sale in Canada of vast quantities of narcotics and remain immune (from prosecution) if he did not set foot in the country."

The case involves Chang Man-ching, 33, who was arrested in September in Hong Kong for extradition to Canada on charges of conspiracy to import or traffic in drugs in Vancouver.

Magistrate N. G. Scriven ruled Oct. 26 there was insufficient evidence against Man-ching to extradiate him mainly because he never came to Canada.

"It is fundamental to extradition proceedings that the offender should have committed the extradition crime within the jurisdiction of the country seeking extradition — in this case Canada," Scriven said.

Henschel said the effect of the ruling would be that while the couriers or "mules" that bring the heroin to Canada could still be brought to Canadian justice, the organizers "at a high level" would remain untouchable.

THE PROVINCE
NOVEMBER 2, 1976

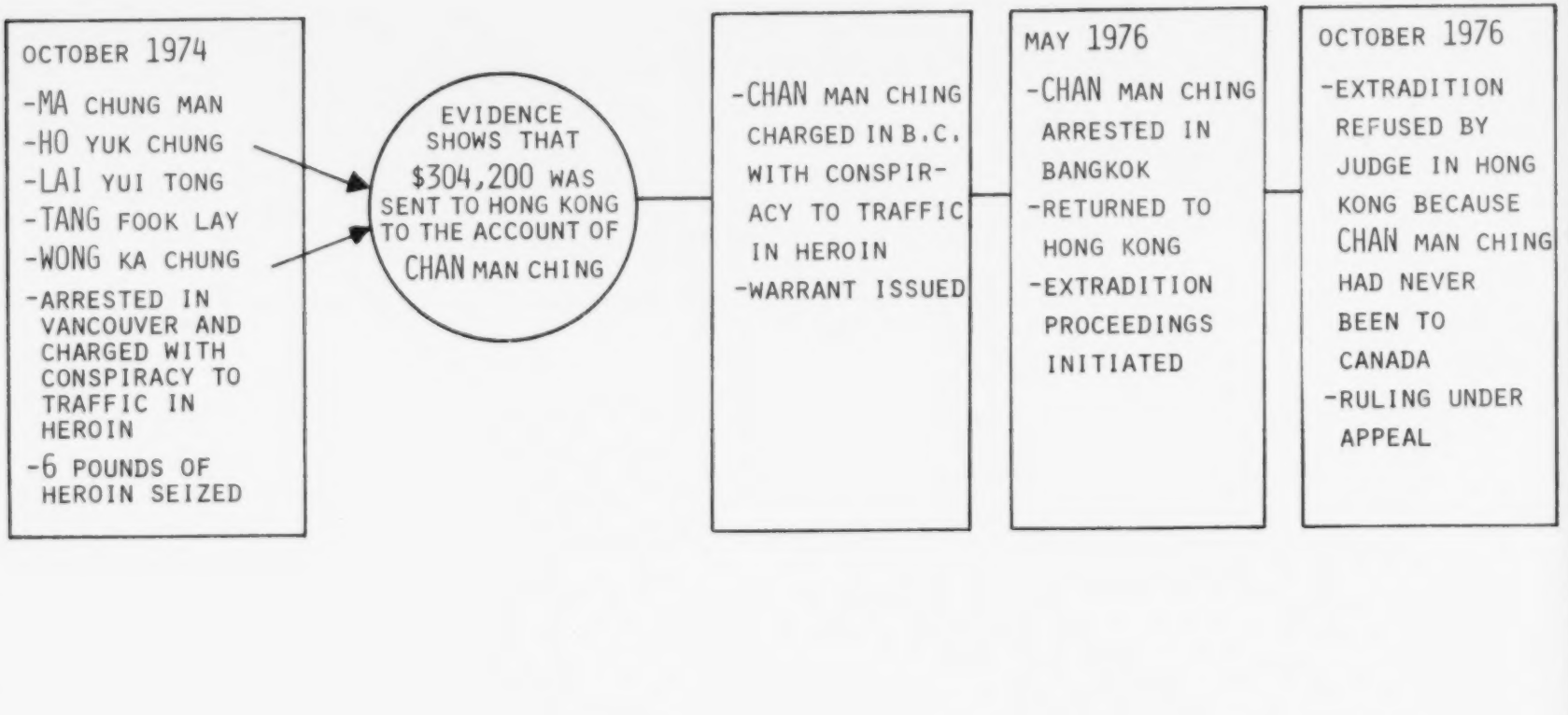
- ANOTHER PROVINCIAL ANXIETY CONCERNS THE COST AND THE INTEREST OF PROSECUTORS IN EXTRADITION.

- OFTEN A CASE CANNOT BE PURSUED TO ITS END BECAUSE OF EXTRADITION PROBLEMS.

- A RECENT EXAMPLE OF SUCH A CASE IS THE PROJECT 20 INVESTIGATION OF THE CO-ORDINATED LAW ENFORCEMENT UNIT (CLEU). A $1 MILLION INVESTMENT IN THIS INVESTIGATION WAS ALMOST LOST BECAUSE OF INTERNATIONAL PROBLEMS OF PROSECUTION.

CHAN MAN CHING

- OCTOBER 1974: CHARGED IN VANCOUVER WITH CONSPIRACY TO TRAFFIC IN HEROIN


OCTOBER 1974
-MA CHUNG MAN
-HO YUK CHUNG
-LAI YUI TONG
-TANG FOOK LAY
-WONG KA CHUNG
-ARRESTED IN VANCOUVER AND CHARGED WITH CONSPIRACY TO TRAFFIC IN HEROIN
-6 POUNDS OF HEROIN SEIZED
EVIDENCE SHOWS THAT $304,200 WAS SENT TO HONG KONG TO THE ACCOUNT OF CHAN MAN CHING
-CHAN MAN CHING CHARGED IN B.C. WITH CONSPIRACY TO TRAFFIC IN HEROIN
-WARRANT ISSUED
MAY 1976
-CHAN MAN CHING ARRESTED IN BANGKOK
-RETURNED TO HONG KONG
-EXTRADITION PROCEEDINGS INITIATED
OCTOBER 1976
-EXTRADITION REFUSED BY JUDGE IN HONG KONG BECAUSE CHAN MAN CHING HAD NEVER BEEN TO CANADA
-RULING UNDER APPEAL

E. IMMIGRATION

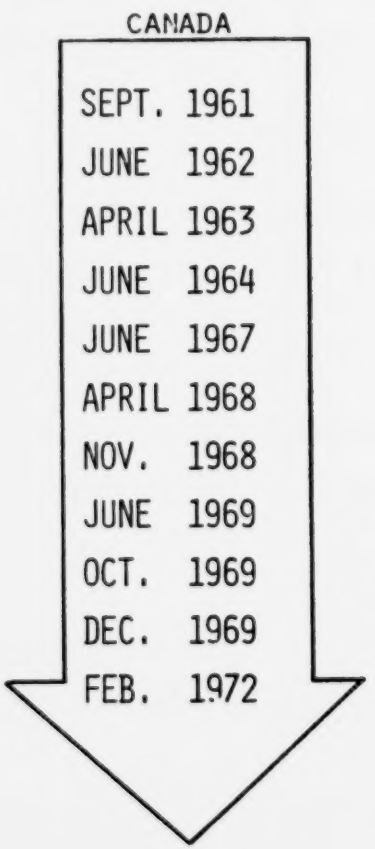
- PRESENT IMMIGRATION PROCEDURES COULD NOT POSSIBLY SCREEN OUT DRUG TRAFFICKERS WISHING TO ENTER CANADA.

- DESPITE CHANGES IN THE IMMIGRATION ACT, THE POSSIBILITY REMAINS FOR DEPORTED AND PROHIBITED PERSONS TO ENTER CANADA WITH RELATIVE EASE.

- LIMITED RESOURCES AT BORDER-CROSSING POINTS PROVE LITTLE BAR TO THOSE DETERMINED TO ENTER CANADA, ESPECIALLY WHEN THE REST OF THE BORDER LACKS PHYSICAL CONTROL.

- BORDER CONTROL OFFICERS NEED MORE MANPOWER AND SPECIAL TRAINING IN NARCOTIC INTERDICTION TO HELP THEM RECOGNIZE AND INTERCEPT DRUG SMUGGLERS.

HAROLD BUDDY LOWE, AN AMERICAN PIMP,
HAS BEEN DEPORTED FROM CANADA
11 TIMES SINCE 1961



- THOUGH IMMIGRATION PROCEDURES HAVE CHANGED, THERE ARE STILL SOME LOOP-HOLES, SUCH AS THE APPEAL BOARD, THROUGH WHICH PROHIBITED PERSONS MAY SLIP. HAROLD LOWE, FOR EXAMPLE, IS APPEALING DEPORTATION BECAUSE HE HAS A CANADIAN WIFE.

- BACKGROUND CHECKS BY VISA CONTROL OFFICERS HAVE FAILED TO REVEAL THE ORIGIN OF LARGE SUMS OF MONEY BROUGHT INTO CANADA BY CORRUPT EX-HONG KONG POLICEMEN.

- THOROUGH EXAMINATION AT IMMIGRATION POINTS OFTEN LEADS TO COMPLAINTS OF HARASSMENT FROM IMPATIENT MEMBERS OF THE PUBLIC.

- THE DEPARTMENT OF MANPOWER AND IMMIGRATION HAS NOT ALWAYS BEEN INCLUDED IN THE TEAM EFFORT AGAINST THE DRUG PROBLEM.

F. CUSTOMS

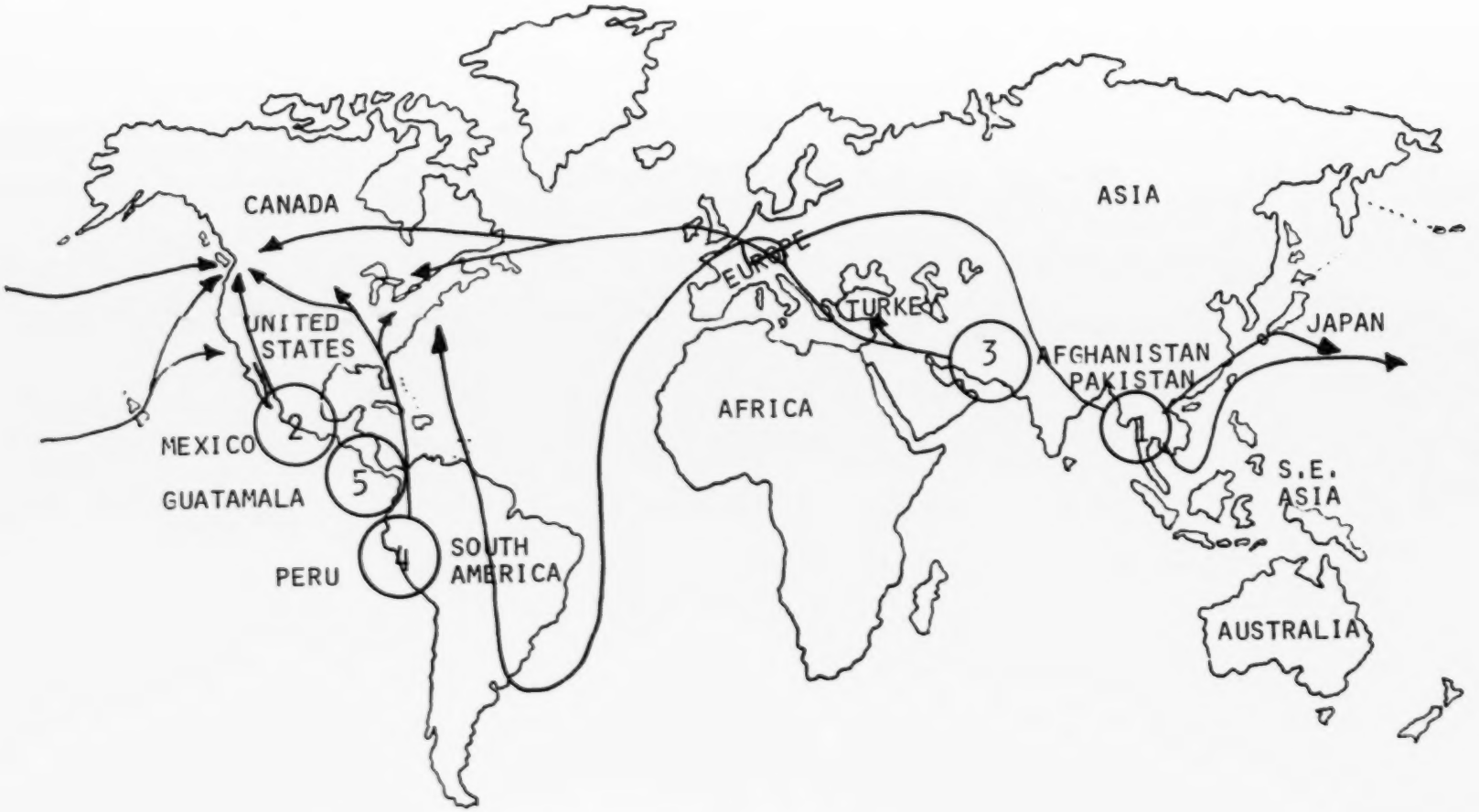
- VANCOUVER HAS AN INTERNATIONAL REPUTATION FOR BEING THE MAJOR GATEWAY FOR IMPORTING HEROIN TO CANADA AND THE UNITED STATES.

- DESPITE EFFORTS TO IMPROVE THE SITUATION, THE ESTIMATED FLOW OF HEROIN AND THE SEIZURE RATE DEMONSTRATE THAT VANCOUVER DESERVES ITS REPUTATION.

- CUSTOMS REQUIRES MANPOWER, ADVANCED TRAINING AND REGULAR DRUG INTELLIGENCE TO DEAL WITH THE EVER INCREASING SOPHISTICATION OF SMUGGLING TECHNIQUES.

- THEY HAVE NOT ENOUGH MANPOWER TO COVER THE WIDE AREA IN WHICH THEY OPERATE.

PROJECTED SOURCES AND DISTRIBUTION ROUTES FOR ILLICIT HEROIN



G. INADEQUATE INTERNATIONAL CAPABILITY AND CONTROLS

- LOCAL - OR EVEN PROVINCIAL - ENFORCEMENT AGENCIES CANNOT DEAL WITH INTERNATIONAL DRUG CONGLOMERATES WITHOUT THE HELP OF THE FEDERAL GOVERNMENT.

- OVERSEAS CORRUPTION BREEDS DISTRUST AMONG INTERNATIONAL AGENCIES AND MAKES THEM UNWILLING TO CO-OPERATE WITH EACH OTHER.

- THE EXAMPLE OF PROJECT 20, ILLUSTRATES THAT THOUGH ONE MAY HAVE AN INVESTIGATIVE SUCCESS IT MAY PROVE TO BE A PROSECUTION FAILURE BECAUSE THERE ARE NO INTERNATIONAL CHANNELS FOR CHARGING THE PRINCIPALS IN A CANADIAN CASE WHO LIVE IN OTHER COUNTRIES AND HAVE NEVER ENTERED CANADA.

- THERE IS AN INABILITY TO INTERCEPT THE SUPPLY OF HEROIN AT ITS SOURCE BECAUSE THERE IS NO INTERNATIONAL VEHICLE FOR DOING SO.

R.C.M.P. PERSONNEL OVERSEAS

- R.C.M.P. MEMBERS STATIONED OVERSEAS FORM THE NUCLEUS OF AN INTERNATIONAL CAPABILITY BUT IT IS NOT YET ENOUGH.

- AN INCREASE IN R.C.M.P. MANPOWER OVERSEAS WOULD LEAD TO A BETTER GATHERING AND ANALYSIS OF INTELLIGENCE. CONCENTRATION ON IDENTIFYING CORRUPTION AND LEARNING TO JUDGE THE RELIABILITY OF CONTACTS SHOULD BE A PRIORITY OF ANY R.C.M.P. OFFICER OVERSEAS.

- WORKING RELATIONSHIPS AMONG GOVERNMENTS OF DIFFERENT NATIONS SHOULD BE DEVEOPED WITH A VIEW TO:

  MAKING DRUG LAWS COMPATIBLE;

  EXCHANGING INFORMATION AND INTELLIGENCE;

  INTRODUCING EXTRADITION TREATIES WHERE THEY DO NOT ALREADY EXIST;

  DISCUSSING LEGISLATIVE AND POLICY ISSUES;

  IMPROVING COMMUNICATION;

  AND SOLVING IMMEDIATE WORK PROBLEMS.

ROYAL CANADIAN MOUNTED POLICE FOREIGN POSTS

R.C.M.P. MEMBERS ACTING AS VISA CONTROL OFFICERS ARE

STATIONED IN:

ABIDJN	IVORY COAST
BRUSSELS	BELGIUM
BUENOS AIRES	ARGENTINA
* LIMA	PERU
MANILA	PHILLIPPINES
* MEXICO CITY	MEXICO
NAIROBI	KENYA
NEW DELHI	INDIA
PORT OF SPAIN	TRINIDAD
SANTIAGO	CHILE
STOCKHOLM	SWEDEN
SYDNEY	AUSTRALIA
TEL AVIV	ISRAEL
TOKYO	JAPAN
VIENNA	AUSTRIA

"C" DIRECTORATE (NOT DRUGS)

LONDON	ENGLAND
ROME	ITALY
WASHINGTON	U.S.A.
BONN	GERMANY
BERNE	SWITZERLAND

DRUG PERSONNEL

* BANGKOK	THAILAND
* HAGUE	NETHERLANDS
* HONG KONG	
* BOGOTA	COLUMBIA
KINGSTON	JAMAICA
PARIS	FRANCE

* MAIN DRUG ACTIVITY AFFECTING WEST COAST

- BRITISH COLUMBIA HAS THE MOST SERIOUS DRUG PROBLEM OF ANY PROVINCE IN CANADA.

- IT IS A LOCAL MANIFESTATION OF A NATIONAL AND INTERNATIONAL PROBLEM.

- 60 PER CENT OF THE CRIME IN BRITISH COLUMBIA IS DRUG-RELATED.

- 61 PER CENT OF CANADIAN HEROIN USERS RESIDE IN BRITISH COLUMBIA.

- THE HEROIN TRADE IS THE FIFTH LARGEST INDUSTRY IN THE PROVINCE. IT GROSSES AT LEAST $255 MILLION A YEAR.

- REGULATORY, LEGAL, ADMINISTRATIVE AND FINANCIAL OBSTACLES PREVENT AN EASY SOLUTION.

- NEW STRATEGIES ARE NEEDED TO TACKLE THE PROBLEM.

- BRITISH COLUMBIA IS READY TO TAKE THE INITIATIVE BUT . . .

- WE CANNOT DO IT ALONE.

IV THE NEW INITIATIVES REQUIRED

IF WE ARE TO RESOLVE THE PROBLEMS CREATED BY ILLICIT DRUG TRAFFICKING AND ABUSE WE MUST:

- FORMULATE NATIONAL GOALS AND PRIORITIES;
- WORK SIMULTANEOUSLY AT THE INTERNATIONAL, NATIONAL AND PROVINCIAL LEVELS;
- MOBILIZE THE RESOURCES OF ANY AGENCY WHICH HAS AN INTEREST IN THE SUPPRESSION OF THE ILLEGAL DRUG MARKET. THE RESOURCES OF THE REGULATORY AGENCIES, IN PARTICULAR, ARE REQUIRED BUT THOSE IN THE BUSINESS AND PRIVATE SECTORS MUST BE INCLUDED TOO;
- ELIMINATE THE DEFICIENCIES, LOOPHOLES AND OBSTACLES TO EFFECTIVE CONTROL INHERENT IN OUR PRESENT LAWS;
- INTRODUCE A BALANCED PROGRAM OF LAW ENFORCEMENT, TREATMENT, REHABILITATION, EDUCATION AND RESEARCH;
- CREATE AN ORGANIZATION EMBRACING ALL LEVELS OF GOVERNMENT TO CO-ORDINATE THE ACTIVITIES OF GROUPS ENGAGED IN SUPPLY-REDUCING OR DEMAND-REDUCING DRUG PROGRAMS.

THE THEORY OF SUPPLY AND DEMAND OFFERS US A SENSIBLE APPROACH TO THE DRUG PROBLEM. DEMAND CREATES SUPPLY AND SUPPLY, IN ITS TURN, STIMULATES DEMAND. THEIR MUTUAL DEPENDENCE COMPELS US TO DEVISE STRATEGIES FOR BOTH SIDES OF THE ILLICIT DRUG ECONOMY. THE FIRST GOAL IS TO REDUCE SUPPLY AND THE SECOND, TO REDUCE DEMAND.

GOAL 1: SUPPLY REDUCTION

TO DISRUPT THE FLOW OF ILLICIT DRUGS INTO AND WITHIN CANADA, TO REDUCE THE PROFITS OF MAJOR TRAFFICKING ORGANIZATIONS BY INTERDICTING THEIR SHIPMENTS; AND TO INCREASE THE PERSONAL RISK OF MAJOR TRAFFICKERS BY EXPOSURE, ARREST, CONVICTION AND IMPRISONMENT.

GOAL 2: DEMAND REDUCTION

TO MINIMIZE THE COST OF DRUG ABUSE TO INDIVIDUALS AND SOCIETY BY REDUCING THE USE OF HARMFUL DRUGS; PREVENTING ABUSE, AND BY TREATING AND REHABILITATING THOSE DEPENDENT UPON DRUGS.

A. SUPPLY-REDUCING STRATEGIES

- TO ATTAIN OUR FIRST GOAL WE MUST WORK TOWARDS MAKING ILLICIT DRUGS EXPENSIVE AND DIFFICULT TO OBTAIN, AND DANGEROUS TO POSSESS, SELL OR CONSUME.

- SUCCESS IN REDUCING THE SUPPLY OF DRUGS WILL:

  - KEEP THE NUMBER OF NEW DRUG USERS TO A MINIMUM;
  - INCREASE THE NUMBER OF THOSE WHO GIVE UP THE HABIT;
  - REDUCE THE DRUG CONSUMPTION OF THOSE WHO CONTINUE TO USE DRUGS;
  - REDUCE DRUG-RELATED CRIME.

INTERNATIONAL SUPPLY-REDUCING STRATEGIES

- WORKING RELATIONSHIPS AMONG GOVERNMENTS OF DIFFERENT NATIONS COULD BE DEVELOPED WITH A VIEW TO:

  DISCUSSING LEGISLATIVE AND POLICY ISSUES SUCH AS MAKING DRUG LAWS COMPATIBLE;
  EXCHANGING INFORMATION AND INTELLIGENCE;
  INTRODUCING EXTRADITION TREATIES WHERE THEY DO NOT ALREADY EXIST;
  AND SOLVING IMMEDIATE PROBLEMS RELATED TO ILLICIT DRUG INVESTIGATIONS.

- DIPLOMATIC AND ECONOMIC SANCTIONS COULD BE EMPLOYED AGAINST THOSE COUNTRIES REFUSING TO CO-OPERATE IN INTERDICTING ILLICIT DRUG SUPPLIES. ALTERNATIVELY, A POSITIVE APPROACH MIGHT BE MADE TO ENCOURAGE OTHER COUNTRIES TO CO-OPERATE THROUGH JUDICIOUS USE OF FOREIGN AID.

- EFFORTS COULD BE DIRECTED AT INTERCEPTING CONSIGNMENTS OF ILLICIT DRUGS IN THE COUNTRIES OF ORIGIN, SOUTH-EAST ASIA AND MEXICO IN PARTICULAR.

- INTERNATIONAL CO-OPERATION COULD BE FOSTERED SO THAT FOREIGN NATIONALS WHO ARE IMPLICATED IN A CANADIAN DRUG CONSPIRACY BUT HAVE NEVER ENTERED CANADA, CAN BE PROSECUTED IN THEIR OWN COUNTRY.

- AN INCREASE IN R.C.M.P. MANPOWER OVERSEAS COULD LEAD TO A BETTER GATHERING AND ANALYSIS OF INTELLIGENCE. CONCENTRATION ON IDENTIFYING CORRUPTION AND LEARNING TO JUDGE THE RELIABILITY OF CONTACTS COULD BE A PRIORITY OF AN R.C.M.P. OFFICER OVERSEAS.

NATIONAL SUPPLY-REDUCING STRATEGIES

- CRIMINAL PROCEDURE, THE BAIL, IMMIGRATION, CUSTOMS, PAROLE AND IMMUNITY ACTS COULD BE RE-EXAMINED WITH A VIEW TO AMENDMENT OR TO USING THEM MORE EFFECTIVELY AGAINST THE DRUG TRAFFICKING PROBLEM.

- THE HELP OF THE HEADS OF DEPARTMENTS COULD BE SOLICITED SO THAT ALL PERTINENT NATIONAL RESOURCES COULD BE MOBILIZED AND CO-ORDINATED. THIS WOULD ENSURE THAT:

  CUSTOMS POINTS AT THE BORDER, AIRPORT AND HARBOUR FUNCTIONED MORE EFFICIENTLY;

  IMMIGRATION SCREENING PROCEDURES WERE MORE CAREFULLY CONTROLLED;

  THE POWERS OF THE INVESTIGATION DIVISION OF REVENUE CANADA WERE USED TO THEIR FULLEST AGAINST MAJOR ILLICIT DRUG TRAFFICKERS;

  THE ARMED FORCES, COAST GUARD SERVICE AND THE FISHERIES DEPARTMENT, AMONG OTHERS, WERE INCLUDED IN A CONCERTED ATTACK AGAINST ILLICIT DRUG SMUGGLING.

- INTELLIGENCE GATHERING, ANALYSIS AND DISSEMINATION COULD BE DEVELOPED TO A MUCH GREATER DEGREE AT THE NATIONAL LEVEL.

- ALL AGENCIES CONCERNED DIRECTLY, OR INDIRECTLY, WITH ILLICIT DRUG TRAFFICKING COULD CO-OPERATE IN THE SETTING UP OF A NATIONAL DRUG INTELLIGENCE SYSTEM. A SYSTEM SUCH AS THE EL PASO INTELLIGENCE CENTRE (EPIC), A FEDERALLY CO-ORDINATED, MULTI-AGENCY UNIT, OPERATING AGAINST DRUG SMUGGLERS ON THE MEXICAN-UNITED STATES BORDER, MIGHT SERVE AS A MODEL FOR CANADA.

PROVINCIAL SUPPLY-REDUCING STRATEGIES

- DRUG LAW ENFORCEMENT MANPOWER COULD BE DEPLOYED MORE EFFICIENTLY AND MORE SPECIALIZED TRAINING OFFERED TO THEM.
- FEDERAL AND PROVINCIAL AGENCIES OPERATING IN BRITISH COLUMBIA COULD BE ACTIVELY INVOLVED IN ANY PROVINCIAL STRATEGIES AGAINST ILLICIT DRUG TRAFFICKING.
- THERE COULD BE GREATER CO-ORDINATION OF LAW ENFORCEMENT EFFORTS.
- CO-ORDINATED LAW ENFORCEMENT EFFORTS COULD FOCUS ON KEY FIGURES IN THE DRUG UNDERWORLD.
- THE CASES OF KEY DRUG FIGURES COULD BE STEERED THROUGH THE COURTS AS EXPEDITIOUSLY AND EFFICIENTLY AS POSSIBLE, BY GOOD, SEASONED LEGAL PERSONNEL. BAIL AND LEAVE PASSES FOR THESE KEY DRUG FIGURES COULD BE CAREFULLY CONTROLLED.

- A PROVINCIAL INTELLIGENCE GATHERING, ANALYSIS AND DISSEMINATION SERVICE COULD BE FURTHER DEVELOPED. THERE COULD BE EMPHASIS ON TRAINING MORE MANPOWER, AND SEEKING MORE INTEGRATION OF PRESENT INTELLIGENCE UNITS, BE THEY POLICE, REGULATORY OR PRIVATE UNITS SUCH AS THE INSURANCE CRIME PREVENTION BUREAUX.

- WORKERS IN THE INTELLIGENCE FIELD COULD CONCENTRATE ON FORECASTING WHAT IS LIKELY TO HAPPEN RATHER THAN ON COLLECTING HISTORICAL DATA.

- COMPUTERIZED ANALYSIS COULD BE USED TO HELP IN FORECASTING.

- NEW STREET ENFORCEMENT METHODS COULD BE TESTED. THE CALIFORNIAN CITIES OF SANTA BARBARA AND SACRAMENTO HAVE HAD CONSIDERABLE SUCCESS WITH A PROGRAM DEVISED TO REMOVE THE CONVICTED HEROIN POSSESSOR FROM THE STREETS. A CLOSE ALLIANCE HAS BEEN FORMED BETWEEN CRIMINAL JUSTICE AND COMMUNITY TREATMENT AGENCIES. PROSECUTION FOR HEROIN POSSESSION HAS BEEN INCREASED. PROBATION IS DEPENDENT UPON THE CONVICTED HEROIN USER PARTICIPATING IN A TREATMENT PROGRAM. HIS CASE IS STEERED QUICKLY THROUGH THE COURTS AND CLOSE SUPERVISION IS MAINTAINED OVER HIS PROBATION. IN SANTA BARBARA, THE SCHEME HAS RESULTED IN A DECLINE OF 55 PER CENT IN THE DRUG-ASSOCIATED CRIME RATE.

B. DEMAND REDUCING STRATEGIES

JUST AS SUPPLY-REDUCTION STRATEGY SEEKS TO REDUCE THE AVAILABILITY OF DRUGS, SO DEMAND-REDUCTION SEEKS TO LOWER THE NUMBER OF PEOPLE ABUSING DRUGS. THE OBJECTIVES OF DEMAND-REDUCTION ARE TO:

DISSUADE THE NON-USER EXPERIMENTING WITH DRUGS;

DETER THE OCCASIONAL USER FROM PROGRESSING TO ADDICTION;

MAKE A VARIETY OF TREATMENTS AVAILABLE;

HELP THE FORMER ADDICT REGAIN HIS PLACE AS A PRODUCTIVE MEMBER OF SOCIETY;

AND

REDUCE DRUG-RELATED CRIME.

INTERNATIONAL DEMAND-REDUCING STRATEGIES

- THE FEDERAL GOVERNMENT COULD INCREASE ITS PARTICIPATION IN SUCH INTERNATIONAL DEMAND-REDUCING PROGRAMS AS THE UNITED NATIONS FUND FOR DRUG ABUSE CONTROL.

- THE FEDERAL GOVERNMENT COULD ASSIST FOREIGN GOVERNMENTS TO DEVELOP DEMAND-REDUCING PROGRAMS AND TO UNDERTAKE AND SHARE IN THE RESULTS OF THEIR RESEARCH.

NATIONAL DEMAND-REDUCING STRATEGIES

- THERE COULD BE A REDUCTION IN THE DUPLICATION OF EFFORT AMONG MANY DEPARTMENTS AND AGENCIES.

- THERE COULD BE A BETTER DIVISION OF LABOUR AMONG THE VARIOUS DEPARTMENTS AND AGENCIES.

- GAPS IN PROGRAMS COULD BE IDENTIFIED AND FILLED.

- THE ABILITY TC PREDICT TRENDS COULD BE DEVELOPED SO THAT AGENCIES COULD RESPOND IMMEDIATELY TO CHANGES IN DRUG ABUSE AND TRAFFICKING PATTERNS.

PROVINCIAL DEMAND-REDUCING STRATEGIES

- EFFORTS COULD BE MADE TO RESOLVE THE TRADITIONAL MISTRUST AND STRAINED WORKING RELATIONSHIPS THAT EXIST BETWEEN LAW ENFORCEMENT AND TREATMENT PERSONNEL AT BOTH THE ADMINISTRATIVE AND OPERATIONAL LEVELS.

- A SYSTEM COULD BE DESIGNED FOR DIRECTING ILLICIT DRUG USERS IN THE CRIMINAL JUSTICE SYSTEM INTO TREATMENT AND REHABILITATION PROGRAMS.

- THE MANY OPPORTUNITIES PRESENTED BY INSTITUTIONAL AND COMMUNITY PROGRAMS FOR CO-OPERATIVE EFFORTS BETWEEN ENFORCEMENT AND TREATMENT PERSONNEL COULD BE EXPLOITED TO THE UTMOST.

- SUCH CO-OPERATIVE EFFORTS AMONG OPERATIONAL STAFF COULD BE ENCOURAGED AND FORMALIZED BY ADMINISTRATORS.

- A VARIETY OF TREATMENT PROGRAMS COULD BE OFFERED TO DEAL EFFECTIVELY WITH ALL TYPES OF DRUG ABUSE.

- MORE RESEARCH IS NEEDED:
  - TO DEVELOP BETTER TREATMENT TECHNIQUES FOR MULTI-DRUG USERS;
  - TO IDENTIFY PSYCHOLOGICAL INDICATORS THAT WILL GIVE AN EARLY WARNING OF THOSE PREDISPOSED TO DRUG ABUSE;
  - TO FORMULATE GUIDELINES BY WHICH MORE EFFECTIVE EDUCATIONAL MATERIALS ON DRUG ABUSE CAN BE PRODUCED;
  - TO DEVELOP FORECASTING DEVICES WHICH WILL MEASURE THE INCIDENCE OF DRUG ABUSE.

V. ACTION STEPS

WE HAVE DESCRIBED THE PROBLEM, PROJECTED ITS FUTURE, DISCUSSED CERTAIN KEY PROBLEMS AND SUGGESTED NEW INITIATIVES.

WE HAVE STATED WE CANNOT DO IT ALONE AND THAT A JOINT FEDERAL-PROVINCIAL EFFORT IS CRUCIAL FOR ANY SUCCESSFUL SOLUTION TO THE PROBLEM.

NOW, WHAT IS NEEDED TO PUT OUR PROPOSAL INTO EFFECT?

- A COMMITMENT BEYOND A SUCCESSION OF FURTHER MEETINGS OR STUDIES.

- A PLAN FOR POSITIVE ACTION.

A PLAN FOR POSITIVE ACTION

- WE NEED COMMITMENT:

  TO ESTABLISH A FEDERAL-PROVINCIAL MINISTERIAL COMMITTEE BY APRIL 30, 1977.

  TO SUPPORT, IMMEDIATELY, THE CREATION OF A FEDERAL-PROVINCIAL STRATEGY COUNCIL IN BRITISH COLUMBIA.

  TO AUTHORIZE THE SECONDING OF MANPOWER AS NEEDED, FROM FEDERAL AND PROVINCIAL AGENCIES IN BRITISH COLUMBIA BY APRIL 30, 1977.

  TO PREPARE A DRAFT OF NATIONAL GOALS, PRIORITIES AND STRATEGIES BY APRIL 30, 1977 TO REDUCE DRUG TRAFFICKING AND ABUSE.

THE RATIONALE FOR BOTH THE MINISTERIAL COMMITTEE AND THE STRATEGY COUNCIL IS THE CO-ORDINATING AUTHORITY THESE TWO BODIES WOULD HAVE. BETWEEN THEM, THEY COULD FACILITATE:

MINISTERIAL PARTICIPATION AND SUPPORT

THE SETTING OF POLICIES AND PRIORITIES

THE ARTICULATION OF GOALS AND STRATEGIES

CO-ORDINATION AND INTERFACE BETWEEN DEPARTMENTS AND AGENCIES ACROSS EXISTING SYSTEMS

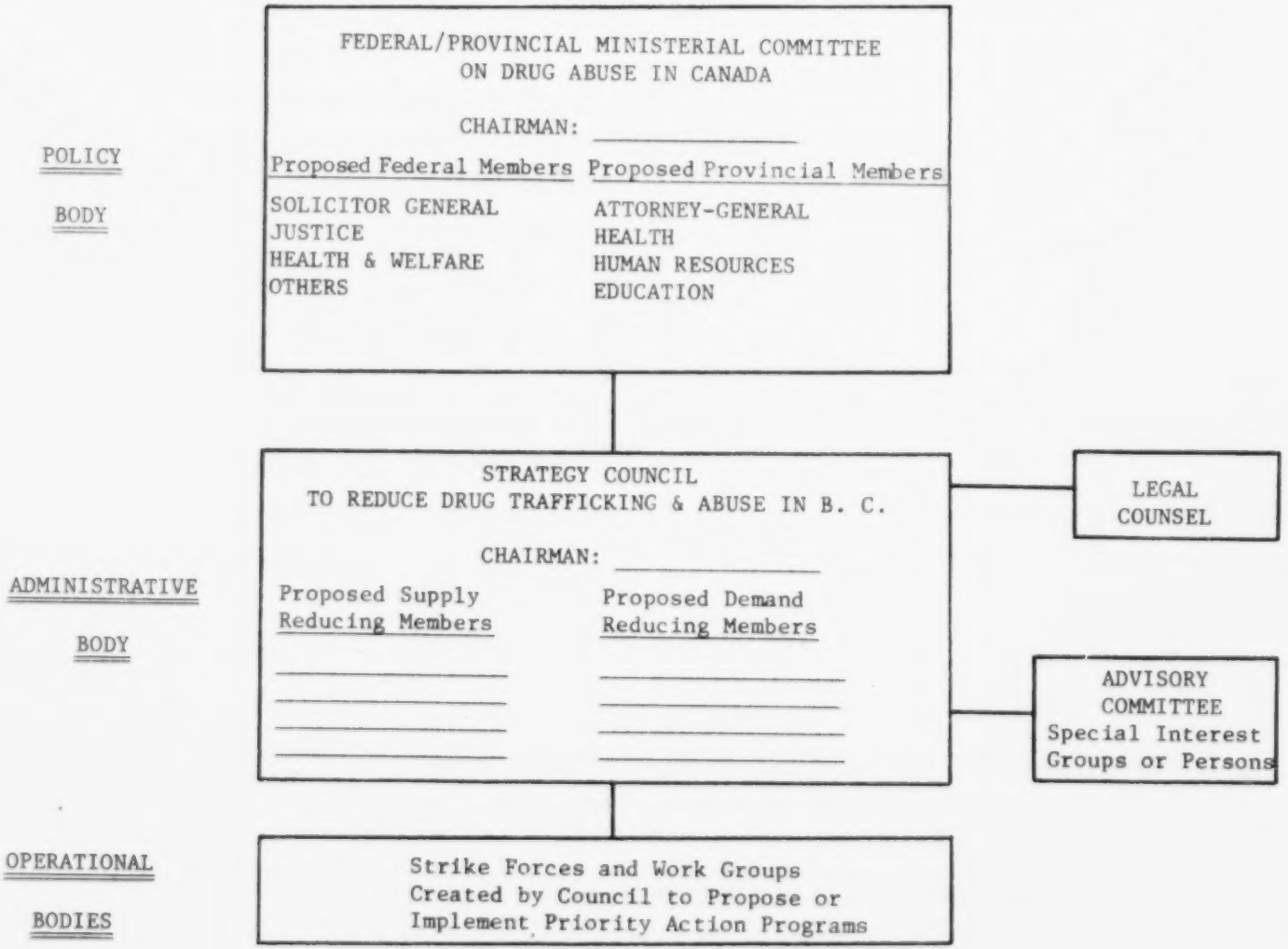
THE MOBILIZING OF NEEDED RESOURCES

THE EFFECTIVE MANAGEMENT OF SCARCE RESOURCES

THE FOCUSSING OF RESOURCES ON PRIORITY PROBLEMS

THE EVALUATION OF PROGRAMS AND STRATEGIES.

PROPOSED ORGANIZATION MODEL FOR REDUCING DRUG ABUSE IN CANADA



THE ORGANIZATION MODEL FOR REDUCING DRUG ABUSE IN CANADA

- AT THE CABINET LEVEL THERE MIGHT BE FEDERAL-PROVINCIAL MINISTERIAL COMMITTEE RESPONSIBLE FOR POLICY ON DRUG ABUSE.

- THIS COMMITTEE COULD BE COMPOSED OF:

  FEDERAL MINISTERS:

  - THE SOLICITOR GENERAL
  - MINISTER OF JUSTICE
  - MINISTER OF HEALTH AND WELFARE
  - OTHERS

  PROVINCIAL MINISTERS:

  - THE ATTORNEY-GENERAL
  - THE MINISTER OF HEALTH
  - THE MINISTER OF HUMAN RESOURCES
  - THE MINISTER OF EDUCATION
  - OTHERS

- A CHAIRMAN COULD BE CHOSEN FROM THIS GROUP.

- AT THE PROVINCIAL LEVEL THERE WOULD BE A PLANNING BODY CALLED THE STRATEGY COUNCIL.

- THIS COUNCIL WOULD BE COMPOSED OF SENIOR MEMBERS FROM DEPARTMENTS AND AGENCIES CONCERNED WITH EITHER SUPPLY-REDUCING OR DEMAND-REDUCING PROGRAMS FOR ILLICIT DRUGS.

- MEMBERS CHOSEN FROM AGENCIES CONCERNED WITH SUPPLY REDUCTION WOULD BE DRAWN FROM:

  THE POLICE FORCES
  THE CO-ORDINATED LAW ENFORCEMENT UNIT (CLEU)
  THE FEDERAL AND PROVINCIAL REGULATORY AGENCIES
  THE PROSECUTION SERVICES

- MEMBERS CHOSEN FROM AGENCIES CONCERNED WITH DEMAND REDUCTION WOULD BE DRAWN FROM:

  THE ALCOHOL AND DRUG COMMISSION OF BRITISH COLUMBIA
  THE DEPARTMENT OF HEALTH
  THE DEPARTMENT OF EDUCATION
  THE DEPARTMENT OF HUMAN RESOURCES
  THE CORRECTIONS SERVICES

- A CHAIRMAN FOR THIS BODY WOULD BE APPOINTED BY THE FEDERAL-PROVINCIAL MINISTERIAL COMMITTEE.

- AN ADVISORY GROUP WOULD BE SET UP, COMPOSED OF REPRESENTATIVES FROM SPECIAL INTEREST GROUPS OR OF INDIVIDUALS WITH SPECIAL QUALIFICATIONS IN THE DRUG FIELD.

- THIS GROUP WOULD BE RESPONSIBLE TO THE STRATEGY COUNCIL.

- LEGAL COUNSEL WOULD BE AVAILABLE TO THE STRATEGY COUNCIL.

- AT THE OPERATIONAL LEVEL, TASK FORCES WOULD BE CREATED AS NEEDED.

- THE PERSONNEL COMPRISING THESE TASK FORCES WOULD BE SECONDED FROM AGENCIES OR DEPARTMENTS REPRESENTED ON THE STRATEGY COUNCIL OR THE FEDERAL-PROVINCIAL MINISTERIAL COMMITTEE.

HOW THE ORGANIZATION MIGHT WORK

THE POLICY BODY: THE FEDERAL-PROVINCIAL MINISTERIAL COMMITTEE

- THIS BODY WOULD BE RESPONSIBLE FOR CO-ORDINATING AND INTEGRATING INTO A RE-VITALIZED ATTACK, THE EFFORTS AND RESOURCES OF ALL DEPARTMENTS AND AGENCIES ENGAGED IN COMBATTING DRUG ABUSE.

- IT WOULD ACT AS A FORUM FOR THOSE RESPONSIBLE FOR SUPPLY-REDUCING AND DEMAND-REDUCING STRATEGIES TO RESOLVE MAJOR POLICY ISSUES.

- IT WOULD DETERMINE WHAT DIRECTION THE POLICY ON DRUG ABUSE WOULD TAKE AND IT WOULD ESTABLISH THE PRIORITY OF PROGRAMS SUBMITTED TO IT BY THE STRATEGY COUNCIL.

- ITS DECISIONS WOULD BE REGARDED AS NATIONAL GOALS, PRIORITIES AND STRATEGIES.

- IT WOULD ENSURE THAT RESOURCES WERE ALLOCATED IN SUCH A WAY THAT A PROPER BALANCE WAS STRUCK BETWEEN SUPPLY-REDUCING AND DEMAND-REDUCING PROGRAMS.

- IT WOULD DIRECT THE PREPARATION OF AN ANNUAL REPORT PROVIDING A REVIEW OF GOALS AND PRIORITIES; AN ASSESSMENT OF DRUG ABUSE IN CANADA; A PLAN FOR AN OVERALL ATTACK AND ANALYSIS OF MAJOR PROGRAMS INITIATED TO COMBAT DRUG TRAFFICKING AND ABUSE.

- IT WOULD BE THE OFFICIAL VOICE ON THE STATE OF CANADIAN DRUG ABUSE AND THE STEPS BEING TAKEN TO SOLVE IT AT THE NATIONAL LEVEL.

THE PLANNING BODY: THE STRATEGY COUNCIL

- THE STRATEGY COUNCIL WOULD COMMUNICATE PROVINCIAL NEEDS, PROBLEMS AND PRIORITIES TO THE FEDERAL-PROVINCIAL COMMITTEE.
- AFTER CONSULTATION WITH THE FEDERAL-PROVINCIAL COMMITTEE, THE STRATEGY COUNCIL WOULD PLAN, DEVELOP AND IMPLEMENT LOCAL STRATEGIES DESIGNED TO ACHIEVE NATIONAL GOALS AND PRIORITIES.
- IT WOULD ENSURE CO-ORDINATION BETWEEN SUPPLY-REDUCING AND DEMAND-REDUCING PROGRAMS.
- IT WOULD ARRANGE FOR PERSONNEL TO BE SECONDED FROM THE RELEVANT DEPARTMENTS OR AGENCIES TO THE TASK FORCES.
- IT WOULD OBTAIN AND MANAGE THE RESOURCES NEEDED FOR THE COUNCIL AND THE TASK FORCES TO FUNCTION EFFECTIVELY.
- IT WOULD MONITOR PROGRESS IN IMPLEMENTING PROPOSALS, STRATEGIES AND PROGRAMS PROPOSED BY THE TASK FORCES.
- ON DIRECTION FROM THE FEDERAL-PROVINCIAL COMMITTEE, IT WOULD PREPARE THE ANNUAL REPORT.
- IT WOULD BE THE OFFICIAL VOICE ON THE STATE OF PROVINCIAL DRUG ABUSE AND THE STEPS BEING TAKEN TO SOLVE IT.

- THE ADVISORY COMMITTEE WOULD GIVE ADVICE OR MATERIAL HELP IN ANY MATTER PRESENTED TO IT BY THE STRATEGY COUNCIL.

- IT COULD, IN ITS TURN, PRESENT ANY PROBLEM TO THE STRATEGY COMMITTEE THAT IT THOUGHT SHOULD BE CONSIDERED.

- LEGAL COUNSEL WOULD BE AVAILABLE TO GIVE LEGAL OPINION AND ADVICE TO THE STRATEGY COUNCIL.

THE OPERATIONAL BODIES: THE TASK FORCES

- WHEN A GOAL, PROBLEM OR PRIORITY HAD BEEN IDENTIFIED BY THE STRATEGY COUNCIL, A TASK FORCE WOULD BE FORMED TO PROPOSE OR IMPLEMENT PROGRAMS FOR ITS SOLUTION.

- ANY NUMBER OF TASK FORCES COULD FUNCTION AT ONE TIME, DEPENDING UPON THE NUMBER OF PRIORITIES AND THE RESOURCES AVAILABLE TO THE STRATEGY COUNCIL.

- A TASK FORCE WOULD EXIST FOR AS LONG AS IT WAS NECESSARY TO COMPLETE THE TASK ASSIGNED TO IT.

- A TASK FORCE WOULD BE RESPONSIBLE TO THE STRATEGY COUNCIL FOR ADMINISTRATIVE DIRECTION AND RESOURCES.

- A TASK FORCE LEADER WOULD BE A MEMBER OF THE STRATEGY COUNCIL.

- OTHER MEMBERS OF A TASK FORCE WOULD BE SECONDED PERSONNEL FROM THE RELEVANT AGENCIES OR DEPARTMENTS WITH SPECIAL KNOWLEDGE TO BRING TO THE TASK THEY WERE UNDERTAKING.

- BRITISH COLUMBIA NEEDS SUCH AN ORGANIZATION BECAUSE

IT HAS THE MOST SERIOUS DRUG PROBLEM OF ANY PROVINCE

IN CANADA:

- IT IS A LOCAL MANIFESTATION OF A NATIONAL AND INTERNATIONAL SITUATION.
- 60 PER CENT OF THE CRIME IN B. C. IS DRUG-RELATED.
- 61 PER CENT OF CANADIAN HEROIN USERS RESIDE IN B. C.

- THE HEROIN TRADE IS THE FIFTH LARGEST INDUSTRY IN THE PROVINCE. IT GROSSES AT LEAST $255 MILLION A YEAR.

- REGULATORY, LEGAL, ADMINISTRATIVE AND FINANCIAL OBSTACLES PREVENT AN EASY SOLUTION.

- NEW STRATEGIES ARE NEEDED TO TACKLE THE PROBLEM.

- B. C. IS READY TO TAKE THE INITIATIVE BUT . . .

- WE CANNOT DO IT ALONE.